The actualization of the garden city model in modern urban planning with participation practices (on the example of Grabnyk park renewal in the city of Rivne)

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Abstract. The participation practices in Ukrainian urban planning are a fairly new phenomenon. The growing interest in such approaches primarily reflects positive changes in the development of cities. On the other hand, this interest draws attention to problems of implementation of these approaches in actual urban planning practice. It is important to note here that although participation practices are well regulated in countries with developed democracy, under conditions of developing democracy in Ukraine there are still no well-functioning mechanisms of interaction between government and society at local levels. Regarding participation of local communities in city development, the discussion about the place of a professional architect in urban planning processes that include participation practices becomes particularly important. In this article we uncover effectiveness of participation practices and limitations of their application in the context of Ukraine. We also determine the differences in understanding effectiveness and limitations of these practices in Ukraine and developed democracies.

1. Introduction

Issues of applying participation practices in urban planning have become topical since 2014 due to certain changes in Ukrainian legislation, primarily with the increasing role of local authorities [1]. It should be noted that if 10 years ago the participation practices were considered a unique experience of foreign countries, now it is possible to analyze their application in Ukraine.

In this context, it seems relevant to consider existing examples, determine effectiveness of participation of local communities in city development, establish the framework for application and impact of this participation on the final result when developing urban projects. Moreover, participation practices are interesting precisely for their influence on the morphology of the architectural environment of a city, i.e. how the initial requests of local urban communities are realized in specific design decisions. The answer to this question implies searching for algorithms (ways?) to include such practices in the process of urban planning and project implementation, as well as determining the degree of influence of local community requests on the relevance of project proposals and finding balance in the interaction between society and experts.

In the context of this research, particularly interesting are the fields which developed an understanding of the need for participation practices. Primarily, these are sociology and urban sociology, as well as anthropology and social geography. United by the topic of local community involvement in planning and city development, all these fields demonstrate some vulnerability in terms of practical
implementation of local residents’ requests. In our opinion, the problem lies not so much in the opportunity for public participation in urban planning, but in its effectiveness - and in the very possibility of implementing such plans.

Numerous works on this subject in the framework of this study can be divided into two conceptual blocks.

The first block includes the works studying inclusion of participation practices in urban planning processes and their criticism. It covers the period from 1960 to 2011, preceding the processes of legislative consolidation of the role of local communities in urban planning processes.

For example, Turner, J. (1969) [2], (1972) [3] outlines the prerequisites for returning to local communities their right to self-determination, using participation practices as an instrument. In his works, the author focuses on the economic feasibility of the citizen participation in development projects: “When dwellers control the major decisions and are free to make their own contribution to the design, construction or management of their housing, both the process and the environment produced stimulate individual and social well-being. When people have no control over, nor responsibility for key decisions in the housing process, on the other hand, dwelling environments may instead become a barrier to personal fulfillment and a burden on the economy.” Turner, J. (1972) [3]. Similar suggestions for small settlements where participation practices are seen as a development resource have been formulated by Chambers, R. (1983) [4].

The criticism of such approaches, which arose at about the same time, was focused on the methods of their application. The main conflicts between participatory democracy and professional experience, as well as problems of involving citizens in decision-making, are described by Burke, E. (1968) [5].

The threat of tokenism, i.e. the policy of taking only superficial or symbolic actions that give the appearance of equality when applying practices was identified by Arnstein, S. (1969) [6].

The subject of ability of a territorial neighborhood community to be self-sufficient, introduced into the theory of urban planning in the post-Soviet space by Glazychev, V. Egorov, M. (1995) [7], is similar to the communicative theory of urban planning built on the involvement of the parties interested and involved in this process, stated by Innes, J.E (1995) [8]. Healey, P. (1996) [9].

A comprehensive and detailed retrospective of participation practices is presented in research by Gella O I (1999) [10], where author examines the prerequisites for emergence of the “participation practices” phenomenon and traces its development in the context of the environmental approach from 1960 to 1990, preceding the legislative consolidation of the local communities role in urban planning. The first block of the works under consideration is concisely summed up in the statement: “... the tenets of participation practice have undergone little change even though criticism regularly spells out prescriptions, ...” p.197 mentioned in a detailed review of the critique of participation practices by Arboleda, G. (2015) [11].

The second block of sources is interesting in the context of the legislative shift to local self-government. It is determined by The Localism Act (2011) in the UK and the Laws On Cooperation of Territorial Communities (2014) in Ukraine [1]. The British authors Holman N. and Rydin Y. (2013) [12], focusing on creating networks and specific forms of social capital necessary to achieve participation, as well as on attracting professional skills in neighborhood planning, subsequently turn to the concept of social capital in the context of The Localism Act, and the impact of the local agenda on the implementation of urban planning projects - Holman N and Rydin Y (2013) [12]. The effects of local communities influencing urban planning practices in the context of changes to the system of government are described by Clifford B and Tewdwr-Jones M (2013) [13]. An article by Ukrainian researcher Levytska O and Zapototska V (2018) [14] covering the participation practices in urban planning, presents relevant
examples of urban projects involving the community in Kyiv, Lviv, and Ivano-Frankivsk. This material, which examines the processes of strategic planning, reveals the main features and problems of the application of similar practices in Ukraine. The article gives a rather detailed picture of the participation of local residents in urban space development and examines the relevance of these practices to the world trends in urban development. The materials of the second block are united by the topic of the change in the situation of spatial planning, due to the increasing role of local communities in urban development processes.

However, despite such a strong interest in influence of participation practices on the urban environment and a wealth of foreign experience in their application, the question of the frontiers of their use and the impact on the space morphology in Ukrainian realities remains relevant.

We strive to identify not only the effectiveness of the participation practices and the limits of their application in Ukraine, but also the mechanism for including local community requests in real projects by the experts in the field of architecture and planning. We use the Grabnyk park renewal in the city of Rivne as an example and analyze the various historical stages of its development in the context of place identity and how place attachment can affect the planning process.

2. Methods
The method we use is qualitative research with the interpretation of the urban planning processes under consideration in the context of their influence on the structure and morphology of the place. Primary data were obtained as a result of a direct examination and assessment of the situation during the field study. These data include sociological polls conducted by an initiative group. The secondary data were gathered by studying the literature and reviewing documents, maps, master plans, as well as analyzing the project proposals of the initiative group. A small historical retrospection has become an integral part of this work. It allowed to determine the impact of the original concept of the place development on the city residents and the impact of this concept on the project proposals that followed up. The data obtained are interpreted in the context of the analytical concept of place identity frames that considers them as: “... a project of manufactured unity in which a coherent vision of place is distilled from discordant views, potentially to mobilise a population despite tensions and divisions.” Bradley Q (2017) [15]. The research on this topic is intended to lay the foundation for further studies on the role of place attachment in urban planning processes.

3. Discussion
The theoretical environment, in which a specific example of the Grabnyk park renewal in the city of Rivne will be considered, includes a number of works. The effectiveness criteria for community participation in urban planning are discussed in the research carried out by Brown G and Sean Yeong Wei Chin (2013) [16]. Pointing to the absence of the direct relationship between the application of inclusive practices and the end result, the authors highlight the following main effectiveness criteria:

– reaching a consensus;
– the impact of the cooperation process compared to the alternative processes;
– stakeholder satisfaction with the process and outcome;
– achieving other social capital benefits, such as improving relations between stakeholders, improving their skills and knowledge.

Thus, the authors mainstream the issue of confidence between the parties, which is built in the process of interaction between the local community, planners and local governments.

Residents set their sociocultural context and provide knowledge about the local lifestyle, planners show how this information was used to develop design decisions, and local governments demonstrate transparency in financing and organizing processes.
Further, mention should be made of the work of Bradley Q (2017), devoted to the study of the impact of collective identity and place attachment on urban planning and design processes [15]. The author, having studied various cases in the UK, identifies a certain approach that allows achieving maximum efficiency of the design decisions, i.e. local community involvement into the design processes and studying the place attachment formed in it, the specificity of the local lifestyle and sociocultural context. Accordingly, the stronger features of this community are, the stronger its sociocultural identity is manifested, the higher will be the support of the proposed design solutions in referendum. In developed democracy, the main efficiency rule for participation practices is the compliance of project proposals with the identified place identity.

We suggest considering a project of the Grabnyk park renewal in the city of Rivne as an example demonstrating the effectiveness and scope of the application of participation practices in urban planning in Ukraine.

Several stages can be distinguished in the development of this site. The first stage includes the planning scheme of 1926 [24], which served as a basis for developing the street network and public space of this area. The radial pattern of the streets oriented towards the spacious zones of parks correlates quite accurately with the model of the garden city by Howard E (1898) [17], which was popular at that time. Although we only have a geodetic map of the land allocation, it provides a sufficient insight into the spatial frame of the area (Figure 1).

**Figure 1.** The geodetic plan of land allocation (1926) [18] and its boundaries in the current development.

The second stage involves the development of this territory in the 1970-80s. At that time, some public buildings were built in the area, such as the Palace of Pioneers and Schoolchildren (architect M. Chabak), the Children’s Music School for 460 students (architect M. Chabak, M. Sholudko), and the Children’s Art School (architect M. Chabak). This period is also characterized by dividing the city into distinct functional areas - the plot was allocated for the extracurricular children activity from across the city. The conservation of the green zone is a distinctive feature of the design solution: the volumes of buildings are located around the perimeter of the existing park space, without invading its territory. Objects with an unusual typology, such as a semicircular amphitheater with an open stage and a lighting tower with a viewing platform, included in the complex, determined the individuality of the place.
This period of development is of particular interest not only because of the constructions discussed, but also because of the project for the development of the region, still unrealized due to unforeseen events. It was designed to enlarge the scale of development and change its character. If we apply the project proposals of the 1970-1980s to the existing situation, we can see that the park could have lost its key role in the area, as the document suggested the shift of emphasis (Figure 2).

![Figure 2](image.png)

**Figure 2.** The project proposals for the development of the 1980s district [19] and the plan illustrating enlargement of the scale when superimposed on the actual buildings.

The third, modern ("post-industrial") stage of the Grabnyk district development can be described as a positive example of balancing social and professional components of urban planning.

### 3.1 Timeline

The information that appeared in the summer of 2016 about the planned construction of an aquapark in the parkland, caused a protest movement of citizens. A number of public organizations and active residents of Rivne opposed the construction and put forward the initiative of the park renewal as an alternative to the park development. A group was created on the Facebook social network, where people discussed the possibilities of the park renewal and highlighted the activities undertaken by the activists in support of maintaining the recreation area.

Within a year, the initiative residents submitted three projects of park restoration (on a participative budget) that won and received funding (Figure 3). To develop a concept for the park renewal, the initiative group organized a workshop “Park near the Palace of Children and Youth - the course for restoration” in the summer of 2017. Rivne architects and city planners took part in the event. As a result, several conceptual ideas for the development of the park were proposed, which were presented to the public at a city picnic (October 2017) [20, 21].

In January-February 2018, the Rivne Reform Council and the Civic network OPORA Rivne organized the public hearings to further discuss and detail the concept of the park renewal. They were attended by city authorities, the administration of the Palace of Children and Youth, the representatives of the Music school №2 and the public organizations, as well as the architects, the authors of public projects, the area residents and the media.
Figure 3. The algorithm for implementing the concept of the Grabnik park renewal (2017) and the stages not addressed by the strategy.

All residents were able to explore the working concept of the future park - online or at the information stands in the Palace of Children and Youth, INFOHUB and the Prostor Interaction Platform. In the same locations, public discussions of the concept took place. As a result of public consultations, a working group was created to develop the final concept of the park. It included the area residents, government officials, representatives of the Palace of Children and Youth, the Music school №2, public organizations, urban architects and the authors of public projects.

In February-March, the working group held five meetings to discuss the concept of each of the park zones [23] (Figure 4), and subsequently, the main stages of the park renewal were approved:

- modernization of the park lighting system;
- making the surface of the parkways, installing benches and rubbish bins, opening a second entrance to the park, arranging a picnic area, a training area, creating a climbing wall and ramps, areas for winter activities;
- moving a garbage dump, arranging a playground, a dog walking area, a universal sports ground, creating a network of alleys and a wide walking alley, a trampoline court and a skatepark;
- arranging the seats on the slope, a concert and educational zone and an amphitheater.

Figure 4. The project proposal for the Grabnyk Park renewal (2017) [22] and its place in the general structure of the district

Currently, only the first 2 projects of the public budget have been implemented due to the long-term process of land allocation (2-3 years), finding an agreement on the candidature of the manager, selection of contractors and obtaining technical conditions. Part of the park obtained a hard surface with barrier-free access, lighting and drainage have been restored in transit directions. A partial replacement of worn
paving is planned for 2020. In the context of a continuous decrease in funding, the final completion of the project is raising serious doubts.

Conducting the population survey after the implementation of the first projects, the initiative group participants drew attention to the change in the discourse regarding the park. From a dangerous, deserted, useless area, it is gradually becoming a park and the key area of the district.

4. Interpretation of Results

First, we will describe the character of participation and its extent. The participation of the local community that arose from the spontaneous protest movement can be characterized as organic, as opposed to the induced participation organized by the governing bodies. Considering the forms of participation in the context of the “ladder of citizen participation” Arnstein S (1969) [6], the extent of citizens’ influence within a specific example of urban planning has been very high. In this case, there is no duality inherent in a “symbolic event” (Tokenism). This shows that the influence on the process has been distributed between the city administration and the local community.

At the same time, the application of participation practices, in this case, confirmed the problems identified by Levitska O and Zapototska V (2018) [14]. Based on the results of a sociological survey conducted by an initiative group in the research phase [24], the responses of the majority of respondents turned out to be distinctive: they covered the local issues incompletely, focused on details and lacked a comprehensive vision of the problem, having unreasonably high expectations. The involvement of residents of the remote areas seems to have distorted the real needs of the local community. This was especially manifested in the varied picture of the entertainment proposed (functional content). It is important to note that the requests of representatives of the local community were pragmatic in comparison with the desires of “outsiders” (who talked about rides, fountains, etc.), and reduced to the natural needs of security, accessibility and order. In total, 71% of respondents described the place as being desolated and cluttered which was supposed to be the main drawback of the existing state of the park, but this was hardly worth conducting a survey. Problems of lack of infrastructure, which seem logical at first glance, were important only for 7%. The idea of placing a toilet in the park gained less than 3%. Such a reaction can be interpreted rather as a spontaneous answer to an incomprehensible question. It can also be concluded that both the members of the initiative group and the respondents lacked understanding of the purpose of such a survey. It turned out that the participants in the process: the city residents, activists and the city administration lacked understanding the purpose of interaction and the role of each side. The very concept of participatory budgeting is only becoming a part of real life, and its application is hindered by the lack of joint work skills and the problem of the transition from an authoritarian style of decision-making to democratic practices.

Application of participation practices in the UK focuses on identifying local specifics, distinctive characteristics and values of the place, which are subsequently captured in local planning strategies Bradley Q (2017) [15]; that is, the process of local community participation is not aimed at discussing individual projects, but at forming a planning strategy in the context of discourse about place attachment. With this approach, the opinions of citizens and their understanding of the place are constructive and unique information that defines the scope of local planning. Here we return to the problem of “efficiency frontiers” with the involvement of residents. In the case of the Grabnyk park, this is very clearly visible: the discourse about the uniqueness of the place and its sociocultural identity arises only at the stage of attracting professional architects for the implementation of the project.

The workshop with the architects and city planners participating in the initiative group turned out to be effective and allowed to form two initial project proposals for the park renewal [20] [21] that served as the basis for the follow-up dialogue with local residents. As has been repeatedly noted by many researchers, in particular Bradley, Q. (2017) [15], “The complex emotional interconnections between people and place mean that plans to change a particular environment can be perceived as a threat to personal autonomy or identity... ”, therefore, the ability to create an acceptable solution by integrating
a wide and diverse knowledge base is one of the criteria for the effectiveness of participatory practices Brown G, and Sean Yeong Wei Chin (2013) [16]. Removing contradictions between participants in the planning process and incorporating needs and requests relevant to the development of the place in the Grabnyk park development project meet this criterion.

In this context, particularly important is the opinion of the initiative group that the change in focus of the development of this area and decision against water park construction is beneficial, as due to this the park has regained its recreational function. In this case, the trend towards the renovation of an existing object can be considered an indicator of the effectiveness of participation practices.

By its structure, the object we are considering is in full compliance with the principles of New urbanism: the place includes a noticeable green center of the district, most of the dwellings are located within a five-minute walk from it, there is an elementary school nearby, some relatively narrow streets, public buildings framing view axes. All this is a consequence of the original layout of 1926, which is based on the urban concept of the "garden city" by E. Howard. The preservation of the park as the green core of the district, as well as unlocking the value of existing modernist buildings by the local community, formed by professional architects during the discussion, led to the perception of these buildings as a specific marker of the place and a symbol of the local identity of the place. Place attachment, in its turn, serves as the basis for public support for local development projects. In this context, issues of the efficient use of the park complex - its available volumes and the spaces surrounding it - have come to the foreground. Architects deliberately narrowed their arsenal to the landscape and architectural design tools, their proposal focused on creating green spaces, small forms and open spaces. In general, the primary tools used to solve the problem can be structured as follows:

- architectural and planning: returning the central role of the district to the park space, creating a network of alleys in transit zones;
- landscape: the renewal of green spaces and lawns;
- architectural and design: arranging ramps and seats on the slope; creating a concert and educational zone, an amphitheater, a picnic area, trampoline and training area;
- marketing: the installation of a climbing wall, creating a skate park and winter activity zones as markers of the area;
- technological: modernization of the lighting and wastewater systems, elimination of landfills, getting rid of the garbage dump, installing benches and garbage bins;
- management: preservation of the architectural heritage - a unique complex of modernist buildings, refusal from building up the park, organization of the financing and implementation processes.

5. Conclusion
We can characterize an important part of the social capital available to the local community as unique knowledge about the life of the locus. Lefebvre, H. (1991) [25]. It should be noted that practices of participation as tools are not factories of ideas and do not generate any new meanings.

Thus, a detailed analysis of our case example allows us to conclude that the condition for effective application of participation practices is a clear statement of the purpose of their application. Community participation in identifying features and resources that are characteristic and important for the place is effective in phases of discourse and defining planning strategies, with maintaining control at planning and implementation stages.

In Ukrainian realities, with a predominance of the administrative-command approach in planning, such practices are more tokenistic, and do not involve communities in the assessment of the needs, planning, design and implementation. Designing in several stages is the most effective means of communicating the meaning of project proposals to the community and receiving feedback. Step-by-step iterations determine the verification, consolidation of the meanings and goals of specific projects in the local community and, definitely, build trust in project proposals. The role of city administration in such events
should not be limited to the position of an outside observer. It must provide legal basis for the process without interfering with decision-making. Turner J (1969) [2].

The design process and the execution of work should have information support for monitoring by the local community. - the results of the monitoring phase significantly affect the criterion of satisfaction of the parties with the process and the result. Greg Brown & Sean Yeong Wei Chin (2013) [16].

In the context of structure and morphology of urban spaces, the case we are considering demonstrates the intuitive need of the participants (citizens) to return to the urban concept of the "garden city" by E. Howard, formed by the original planning grid of 1926. Based on the concept of the “identity frame” of a place Martin’s (2003) [26], we can trace its influence on the formation of group identity of the community. A similar influence is manifested in the adoption of a certain morphology and structure of the urban environment as a norm, and the subsequent correlation of urban development programs with this norm. Place attachment largely determines the community’s attitude to urban planning projects. Changing a familiar environment is guaranteed to cause a protest reaction. In this context, the Grabnyk park renewal can be defined, rather, as the creation of a public space (de facto) that completed the time-consuming process of forming this city area. Development resources, in this case, were spatial structure of the place, public buildings of modernist period, green spaces, and local community. This process made it possible to create a discourse of the place and identity of the community, which, unfortunately, were not framed in the local development strategy as "... a text through which the social construction of place and community can be read and analysed, and where the influence of place attachment and place identity on planning policy for house-building may be discerned and scrutinised." Bradley, Q (2017) [15] Nevertheless, the Grabnyk park renewal in the city of Rivne can be considered a unique example of development of an area in the context of its identity. This is an example that demonstrates the effect of place attachment on the planning process and the positive role of professional architects in decision making.

The process of updating the Grabnyk park in Rivne is an inspiring example of participation practices in the Ukrainian context.

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