# SVARTLAMON IN TRONDHEIM IS DEVELOPING A NEW HOUSING POLICY



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#### Jenny Stenberg

EGNAHEMSFABRIKEN TJÖRN AND GRI UNIVERSITY OF GOTHENBURG

#### Jesper Bryngelsson

SWEDISH UNION OF TENANTS

In November 2021, we finally got the chance to visit one of Egnahemsfabriken's biggest role models when it comes to co-design and co-building: Svartlamon in Trondheim. For the Swedish Union of Tenants, the area is interesting because it has initiated a more inclusive housing policy in the municipality and become internationally known for this. We visited Experimentboligerna, the moved log house Selbukassa and Svartlamon's latest venture Mellamon. We also met officials who told us about the municipal perspective regarding Svartlamon.

#### THE URBAN ECOLOGICAL EXPERIMENTAL AREA SVARTLAMON

Svartlamon [svartlamon.org] is Norway's first urban ecological experimental area (byøkologiske forsøksområde) created in 1999 thanks to an occupation against demolition of the area in 1985–99. The residents that are there today are an important driving force for developing a new housing policy in Norway, where instead of ownership and economic gain, co-design and social innovation are at the center of their practice. The area currently has around 230 adults and 90 children, and contains about 30 old but gently renovated beautiful apartment buildings in wood, as well as some new residential buildings. They are managed by Svartlamon Housing Foundation (Svartlamon Boligstiftelse), whose board of five people consists of three members appointed by the municipality and two members appointed by the residents. One of those appointed by the municipality may not be a municipal employee; but could, for example, be a university employee. The Housing

Foundation is an important reason why Svartlamon has survived, as it acts as an intermediary between the residents and the outside world. The land and old wooden buildings are rented from the municipality while the newly built buildings are owned by Svartlamon Housing Foundation. All residents rent their homes from the foundation and it is the foundation that manages the buildings. The residents organize themselves in the Residents Association (Beboerforeningen), which has a horizontal structure and tries to work based on consensus. There are also various working groups responsible for practical matters. The Residents Association manages the housing waiting list and supports social life in the area. The rent is significantly lower compared to private property owners in the municipality and among the lowest even compared to other housing foundations. These rent levels are a consequence not only of the goals of the urban ecological experimental area but also of the fact that the standard is low and that everyone is expected to work for the area (five hours per month). Work is organized over the weekends and is registered in a time bank reported to the municipality. Svartlamon also has significant business activities [svartlamon.org/bedrifter] that are important for the area; for example a Reggio Emilio preschool with uptake from the surroundings. The business premises are rented by the Svartlamon Culture and Business Foundation (Kultur- og Næringsstiftelsen), whose board of five is appointed by the head of municipal government (three members), by those who rent the premises (one member) and by the residents (one member). Here, too, one of the representatives appointed by the municipality may not be a municipal employee.

#### »You have a responsibility: be a good neighbour«

This text has been written to spread knowledge to colleagues in the joint research projects Together we build (Formas); MICOLL (JPI Urban Europe); 'Egnahem' for all (Vinnova); Housing innovations from the bottom up (Vinnova).







Svartlamon's wooden buildings have cultural-historic value.

An occupation against demolition led to the creation of the Urban Ecological Experimental Area

## »To test new models for participation and active participation at all levels in the development of the area«

# THE ZONING PLAN

The zoning plan (Reguleringsplanen) is an important prerequisite for Svartlamon's existence. It was developed in 2001 and has been revised once in 2006. The main objectives of the zoning plan for Svartlamon are (page 1, Bestemmelser til endret reguleringsplan for Svartlamoen, our translation):

- to secure the area as an urban ecological experimental area that in a local, national and international context can provide a basis for new ideas in sustainable housing and business development.
- to preserve and build on the existing cultural environment, with special emphasis on preserving the area's uniqueness as a wooden-building neighborhood and diverse urban environment.
- to facilitate a low-cost level with a reasonable housing supply and favorable framework conditions for start-ups.
- to base the development with great participation on LA21 principles where competence and resources in the area can be utilized and belonging to the area is strengthened.

Sub-goals for the zoning plan for Svartlamoen are (page 1-2):

- to facilitate the development and testing of new sustainable solutions in management, rehabilitation and new construction, with a focus on low costs and low resource consumption at all levels of the process.
- to improve the connection between the district and the surroundings by strengthening the connections to Lademoen, to the city center and to the recreational areas on Lade and by upgrading Strandveien to an urban street (bygade).

- that existing wooden buildings are taken care of through conservation and careful rehabilitation.
- to ensure that the common reference base in the district is strengthened through the preservation and re-establishment of existing street networks, plots and buildings.
- to facilitate arenas for an active and vibrant urban environment by strengthening the green structure, common areas and connecting lines in the district.
- to facilitate testing of new models for involvement and active participation at all levels of the development of the area.
- to facilitate the development of Strandveien Auto's buildings (SA-bygget) as a creative multifunctional building where companies of both commercial and non-commercial nature through high personal contribution and lower demands on standard can be present and develop a vibrant and innovative environment.

The zoning plan also contains definitions of concepts (e.g. about what an urban ecological experimental area is), detailed descriptions of how processes are to be handled with regard to dialogue and residents' participation, and how the cultural environment is to be preserved.

To enable these goals, Svartlamon has an exception from the technical regulations in the Planning and Building Act. This means that they can get an exemption from:

- energy requirements for renovation and new construction.
- accessibility requirements for the disabled.

These exceptions have been made because the whole of Svartlamon is an experimental area where to test different ways of planning, decision-making, management, living, working, staying, renovating and building, which are resource-efficient and sustainable into the long term, and where the physical environment interacts with the inhabitants. Exemptions from the









Along the railway tracks that delimits Svartlamon there are premises with different types of activities that are important for the

## »It received sharp criticism from the residents of Svartlamon and was met by a counter-report«

energy requirements and accessibility requirements allow, for example, for the renovation of the culturally and historically interesting wooden buildings without them being destroyed; the reuse of, for example, windows and doors with a lower insulation value than new ones; and the creation of small and space-efficient homes. The exemptions are also important to keep costs down radically which is part of long-term sustainable development. As Svartlamon is a woodenbuilding area with close proximity between the buildings, there are no exceptions when it comes to fire regulations, even if this increases the costs.

# **EVALUATION OF THE URBAN ECOLOGICAL EXPERIMENTAL AREA**

Svartlamon was evaluated by the municipality in 2016 resulting in a report (Evaluering av Trondheim kommunes involvering på Svartlamoen). This report was sharply criticized by the residents of Svartlamon and was met by a counter-report (Evaluering av evalueringen av Trondheim Kommunes involvering på Svartlamon). The main criticism was that the municipality had not based their evaluation on the content of the zoning plan, but instead evaluated the work based on usual economic and construction technical criteria and thus concluded that Svartlamon constitutes a financial burden for the municipality. Svartlamon's own report therefore described the values that they themselves claim they produce.

»To dwell to live, or to live to dwell?«

A very important starting point for the residents is that, in accordance with the zoning plan, they work for the development of a new housing policy:

»The evaluation claims that as a tenant you risk renting yourself into poverty. Against this background, we Svartlamon residents will point to the risk of owning yourself into death, by taking out large loans to buy a home. Buying a home is an investment, financially speaking, but it is an individual investment, while renting a home at Svartlamon is a long-term, ecological and social investment, where quality of life, the social and creative are central. Svartlamon gives the opportunity to choose; to choose a lower standard, to choose a different direction than to live to pay big mortgages. Svartlamon offers the opportunity to choose: to dwell to live, or to live to dwell?« (page 16, Evaluering av evalueringen av Trondheim Kommunes involvering på Svartlamon, our translation).

Svartlamon's own report was also clear concerning that the content of the zoning plan needs to be communicated to all municipal officials so that it is complied, and that the agreed LA21 principles (Local Agenda 21) for consultation and influence means that the residents themselves have the right to come and present their results at political decision-making meetings.

Svartlamon's own report has not been responded to by the municipality. Residents we met say that the behavior on behalf of the municipality is still bureaucratic and the processes are very slow, which for example resulted in the land lease agreements for the new buildings not being signed until the houses were completed - creating insecurity. They believe that the municipality has difficulties understanding phenomena that are not commercial. The municipality paints everything in financial terms: how much is this worth for a developer who is going to build highrise buildings with large amounts of housing? But, if you do not aim for that type of land use,











ntly renovated as cheaply as possible, this nurtures the cultural history while keeping down the rents. The first new building, in 2005. Recycling has a high value. Here is a business between the residential buildings with innovative designs of ca

#### »Costs 20% of what new production costs in the country otherwise«

they have a hard time, as they do not value social work, democratic dialogue, the preservation of cultural heritage, careful renovation, cheap new buildings, lifelong tenancy, diversity, mixed living environment, low rent, recycling of building materials, sustainable lifestyle, or all the hotel nights and restaurant visits generated by study visits at Svartlamon.

With this as a background, we visited two of the new buildings that have given Svartlamon a lot of attention internationally and which has resulted in Svartlamon Housing Foundation moving from one study visit per year to one per week. Some of the people who built the houses showed us around.

# **EXPERIMENTBOLIGERNA**

Experimentboligerna [www.eksperimentboliger.no] was Svartlamon's second new construction and consists of a row house with five homes completed in 2017. The whole process from idea to finished building took five years. Each home has approximately 60 sqm of living space and there is also a community building of 50 sqm. Everything was built for as little as NOK 3 million, i.e. NOK 600,000 per home, including the community house. This amounts to NOK 8,600 per square meter, which is 20% of what new housing in the country otherwise costs. Extremely low costs! The major reason why it turned out so cheap is that those who live in a building built it themselves and also that they used a lot of re-used building materials.

The rent for each home is NOK 5,500 and was set by Svartlamon Housing Foundation in relation to other rents in the area. Household electricity comes on top of that. The rent is increasing every year according to the price index. The foundation took out the building loan, which was then converted into a mortgage. Most of the rent is used to fully pay off this loan. They got good terms for the loan from the bank (Husbanken), which has a social mission to prevent people from being disadvantaged in the housing market. Accordingly, they support vulnerable groups by

> providing housing loans with good conditions. The land lease agreement with the municipality contains clauses that make it difficult to get loans from ordinary commercial banks, which means that the foundation is dependent on the existence of socially and environmentally

> > oriented banks, such as Husbanken.

The design of the row house was made by Trygve Ohren, Cathrine Johansen Haanes and Haakon Haanes who, at the time, were architect students living in Svartlamon. Their contribution in working hours for the design was reported to the Residents Association in the same way as for the selfconstruction work. The project also gave them the chance to establish their own business - Nøysom Architects. The basic idea in the design was manageability and a scale that could be built without experts and large machines. They had an idea of circularity, using recycled or re-used materials and materials compatible with natural

ecosystems. The materials should be available in the store, easy to buy and easy to build with. The measurements were based on what they were able to handle, which resulted in using a lot of 2 by 8 inches. The zoning plan allows for more re-used building materials and











## »About 3,000 hours have been put into the construction per family«

thinner walls than usual. They have built like a Norwegian »hytte« (cabin) with 15 cm thick walls, 20 cm roofs and the building breathes. Kitchen and bathroom are located so that plumbing is as short as possible. The building stands on concrete pillars to minimize the use of concrete. The roofs are supported by wooden truss beams so that all loads are carried out to the outer walls of each home. This gives freedom to the self-builders to experiment with different floor plans. Two staggered pent roofs with windows provide light into the center of the row house. All homes have an opening between the first and second floors so that air can flow up and out, and to provide spatial variation and contact between the floors. The architects first developed the project together with residents of Svartlamon through three different workshops. They then developed the design further together with the selected self-builders, in groups and individually.

The architects lived in Svartlamon during the construction and often stopped at the construction site to discuss various solutions - everything from technical to architectural issues. They eventually realized that architectural drawings are quite abstract and not so easy to understand for those who are not trained in it. Therefore, they discussed a lot at the construction site. It was the self-builders who drew up what they envisioned, in that way they could more easily imagine the rooms. The resulting insides of the houses and the facades turned out completely different compared to what the architects had sketched at the beginning. As can be seen in the pictures, the self-builders, with different degrees of support from the architects, developed a both very funny and beautiful architecture.

The five families were selected by Svartlamon Housing Foundation after an application process and they did not know each other before. One of them lived in the area, several of the others lived nearby. The construction process took two years and is described by those we met as hard work but fun and there were no major conflicts. Approximately 3,000 hours have been spent on construction per family (125 hours per month), summing up to a total of 15,000 hours for the



entire construction, including social activities, such as cooking and making coffee. Such things are an important part of the construction process in co-building, partly because you need to pause and eat to be able to build, but also because they provide opportunities for dialogue and consultations. This is the way to create the social glue that holds the group together even through setbacks. One of the self-builders described that it was the chance to learn to build that made him interested in the project. They received instructions from the carpenters employed by the foundation on how to proceed and the municipality's inspector then approved the execution. The working hours were noted by the Residents Association. They mainly built during evenings and weekends but had a fairly free organisedzation with only one regular meeting a week. Some built during the day as well. They built together, first the whole building frame with finished roofs and exterior walls, one home at a time, and then each family built their interior part by themselves, but helping each other to varying degrees. It was one year between the first and the last moving in.



















Built-in storage in the stairs.

## »The Residents Association had for long time had an idea to re-use an old log house«

A very large part of the material is re-used. All doors and all windows except those in the truss beam. Some roofs. Wall claddings are re-used or consist of incorrect orders they were allowed to buy cheaply. Only the wall panel is difficult to reuse as it breaks easily when you take it down. They received NOK 50,000 each from the foundation for interior materials. It is not a lot of money, which means that everything inside is re-used material, you could not afford to buy new materials for that amount. Two families have a wood stove, three have their own tank for hot water-borne underfloor heating. Most people have the bedrooms in the attic and it is a little bit colder there, but this is common in Norway. The materials that are purchased new include the structural timber where re-use was not approved, as well as poured concrete, cardboard inner roofs and gypsum boards. It was the fire proofing requirements that caused them to cover the inside of ceilings and walls with plaster. There are double walls between the homes with plaster on both sides so that there is air in between. The gap is 6 mm so that water drops do not get stuck and create mold problems. This air gap also provides good sound insulation, you do not hear much from the neighbor.

What happens if you want to move? For Svartlamon to not be affected by the market forces, you are not allowed to own your house and hence cannot sell it even though you have built it. It is an important part of the zoning plan that the area is for tenancy only. If they had abandoned that and let residents make a financial profit from building houses on municipal land, politicians would probably have reacted. In addition, this would lead to gentrification and eventually push out people with small wallets and those who choose »to dwell to live«. The low rents allow for an alternative way of living and the rich social life is a great reason to enjoy living in Svartlamon. In addition, the building is incredibly beautiful, both outside and inside, with fun solutions created by those who live there – few architects would have had the ability to propose such an architecture in a traditional design process.

# **SELBUKASSA**

Svartlamon Residents Association had long had an idea to re-use an old log house because these were built with the idea of being movable and thus relatively easy to dismantle. This became a reality in 2017, when they got a log house in Selbukassa, which is an hour by car north of Trondheim. After an application process it was decided which four families would invest in this

undertaking and they, together with more people from Svartlamon, dismantled the house

and transported it to Svartlamon [facebook.com/selbukassa].

The architects for the project, Alise Plavina and Michael Gruner, live in the building themselves and their efforts during working hours have been reported to the Residents Association in the same way as for the self-building work. The design process began with an analysis of the limitations of the narrow plot and, gradually, all families together decided on a basic structure for the house. In the hunt for re-used materials to add to the building, which needed to be enlarged, they got an old wooden pavilion that used to house a work of art. These solid wood modules together with the log timbers form a large part of the house. The foundation consists of concrete. The technical regulations required, as for Experimentboligerna, that

the load-bearing construction consists of new timber and therefore they have glued laminated timber poles in the middle of the house, glued laminated beams that support the floors and a timber framing outside the log timber that carries the outer walls and the roof. Doors and windows are re-used. They have bought new moldings as well as exterior panels, some of which are incorrectly ordered materials that they came across cheaply. The choice to build three floors



The roof panel from the log house has been re-used as a wall panel.









ion. Re-used ceiling beams.

A ping pong table as a kitchen table combines utility with pleasure. Partition wall built from leftover pieces of timber – a work

## »The third housing sector is important for Norway's development«

entailed fire requirements with evacuation in two directions and therefore they made a balcony access along the entire side with stairs on the gables. These were bought new and this was expensive. Electricity and plumbing were also expensive, they came to the conclusion that it amounted to as much as NOK 1 million.



The architects have designed a structure that allows each resident to freely develop their own ideas and the result is a multifaceted and very fun architecture with ingenious, individual solutions. Window placement was determined through a joint facade workshop before the building permit drawing was submitted to the municipality. To get to shape the building yourself has been very positive, says one of the residents. All material from the old log house has been re-used. It can be seen as interior walls, log floors, plank floors, wall panels, mezzanine floors, and, of course, windows and doors. In one apartment there are partitions made of a fantastic beautiful mosaic of remnants of sawn-off logs. Much of the furnishings are also re-used material, all kitchens are re-used and interior stairs are built from re-used materials.

Altogether, the four apartments and the common space is 300 sqm (60, 70, 70, 90, 10 sqm). They had a budget of NOK 2.4 million which was exceeded and they ended up with a total of NOK 2.9 million including transport, i.e. on average NOK 725,000 per dwelling and NOK 9,700 per sqm. Very low cost! Again, the main reason why it ended up so cheap is that those who live in the building built it themselves, with the help of instructions from the carpenters employed by the foundation, and that a large share of the material is re-used, found for free or very cheap. The Residents Association has set up a network of contacts where they get to know about entire batches of materials that have been incorrectly manufactured. They stored such materials in tents and containers during the construction period. The families have been working evenings, weekends and some of them even quite a lot during day time. It took a lot of time to make the building material from the log house useful, pulling out nails, removing paint, planing, sanding. The construction took 2.5 years, and the families have spent about 3,000 hours each on construction (100 hours per month), summing up to 12,000 hours for the whole building. Here too, the time spent includes social activities, such as cooking and making coffee. They moved in in April 2021 and the rent is on average NOK 6,000 per month.

## TRONDHEIM MUNICIPALITY AND BOPILOT

What do people at the municipality of Trondheim say about Svartlamon? We met some officials, probably the most positive ones, and they spoke of the area with pride. What they above all described as positive was how the extensive local involvement and the process as a whole bring forward a new housing policy - a third housing sector - and that this is really important for Norway as the country since the 1980s has had an extremely market-oriented housing policy, leaving more and more people outside of the housing market. Unlike Sweden, Norway does not have a public housing sector that permanently rents out homes. In Norway, you live temporarily (up to three years) in municipal tenancy when you have problems due to poor health or substance abuse. After that time, you are expected to buy your home. There is private rental housing, but there you do not have the security of tenure as in Sweden and you therefore











Another re-used kitchen.

# Official about the country's housing policy: »You get a roof over your head, but if you get a home, not really...«

live more insecurely. There are also foundations of various kinds that rent out housing, we will return to that topic below.

Both the residents and the officials we met said that, today, the politicians in Trondheim support the existence of Svartlamon. This support from the politicians is crucial for the survival of Svartlamon, but it did not happen immediately. In the beginning it was the civil servants, led by the head of municipal government, who were positive and promoted collaboration with the residents. There was a major conflict between the house occupants and the political leadership of the municipality, which at that time was conservative. Among the employees today, there is a positive attitude among some, especially at the City Planning Office (Byplankontoret). According to both the residents of Svartlamon and researchers, there is disapproval at the Real Estate Office (Eierskapsenheten) and also among right-wing politicians, arguing that the municipality should exploit Svartlamon and thereby get more capital into the municipal coffin. They believe that it is not correct for the municipality to allow a small group of residents to live affordably with municipal backing, especially since not everyone is in need of public support. The officials who are for Svartlamon instead believe that it is a win-win situation for the municipality that the inhabitants of Svartlamon exist. This perspective of the City Planning Office is supported by several researchers. Without the inhabitants of Svartlamon, it is argued, the costs for both the management of the protected wooden houses and the social work would increase. The municipal bureaucracy would have to be significantly expanded, local offices would have to be set up, and a completely new way of working would have to be developed that respond quickly enough to the needs of the inhabitants - otherwise there is a risk that the social problems would escalate. An official we met believed that 20% of the inhabitants would have needed support from the municipality if they had not lived in Svartlamon. Through the low rents, Svartlamon enables people to live affordably and sustainably. The foundation also manages the social work. People get a feeling of ownership of their housing, as they can stay as long as they want. In addition, Svartlamon builds new homes in an extremely low-cost way.

Bopilot (Housing pilot) is a research project run jointly by NTNU, Sintef, and Trondheim and Bergen municipalities 2018-2022. The background is that the market-oriented housing policy leaves more and more people homeless. A growing group neither has the right to municipal housing nor has the finances to be able to buy their own homes. The number of housing applicants to Svartlamon sends a clear message, according to the officials we met. One hundred persons are in this queue, but there will only be 5-8 apartments available every year. To Mellamon, there were three times as many applicants than available apartments. It is not good that the needs are so much higher than what the municipality can offer. The project Bopilot therefore focuses on the third housing sector and what it requires to, in collaboration with the municipality, take on an increased responsibility for housing. The foundation format has the advantage of being allowed to have a non-profit purpose, in contrast to the obligations for joint-stock-companies to make a profit. Housing foundations also have a culture of knowing their members. Svartlamon Housing Foundation is a role model to learn from, a knowledge bank, and the research project Bopilot is now in dialogue with Trondheim's fifteen foundations that rent out housing about how the municipality's housing policy can be developed with them as participating actors.

# **MELLAMON**

We also visited Svartlamon's latest project: Mellamon at Mellomveien. There are two houses with 48 small apartments from the early 1970s just outside the Svartlamon area, where Svartlamon Housing Foundation has taken over the management from Trondheim Housing Foundation. These buildings were previously rented to the municipality, used for particularly vulnerable residents. Trondheim Housing Foundation decided on this transfer due to excessive problems resulting from the buildings being inhabited only by vulnerable people, often with substance abuse or mental illness, and many apartments were empty. The people living there were given apartments

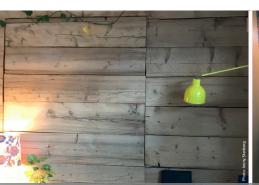


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Space-saving »sam

e-used kitchen with the traditional low sink that makes it easier to empty large cooking pots

8

#### »It is about 60% of what the rent is otherwise in Trondheim«

in other buildings managed by the municipality of Trondheim and Svartlamon Housing Foundation was commissioned to develop housing that is more integrated, as Svartlamon is, with a mixture of resourceful and vulnerable people. Svartlamon Housing Foundation took on this task partly because it has quite a few residents who, after living a number of years in the old wooden buildings, are tired of sharing a shower and toilet located in the basement and want a higher standard. Some also have life situations that require better amenities. Several of them have chosen to move to Mellamon and this has also meant that new people have moved into Svartlamon, which they perceive as positive.

Occupancy took place in the summer 2021 after an application period and selection process – where there was a high interest. Svartlamon Housing Foundation also wanted to attract families and collective housing to Mellamon. Therefore, eight of the small apartments have been merged. Now there are 50 adults and 30 children living in the buildings. To develop the social life, one apartment in each building has been saved for common use, and those who live in the buildings decide how they want to use this space: maybe it will be a studio, for common cooking, a workshop or a guest room. The rent for a small apartment of 45 sqm is NOK 6,800 and a larger one of 90 sqm costs NOK 9,700. This is about 60% of the typical rent level in Trondheim, so the accommodation is affordable and in line with the foundation's purpose. People rent long-term, just like in the rest of Svartlamon, and will spend working time for the common purposes. The idea of community is important, which is why the foundation will invest heavily in co-design of both the outdoor and the indoor environment to develop the houses and the surroundings.

To keep the costs down, no major renovations have been made apart from the apartment mergers. Each unit has only been thoroughly cleaned and maintained. The exterior between the windows has been painted in funny colors to mark a fresh start, and those who move in are given

paint to decorate the apartments themselves. We visited both a small apartment for common use that had not yet been done anything special with, and a combined apartment shared by four people. The latter had colorful walls and felt very fresh.

Mellamon is an example of a new kind of investment that Svartlamon Housing Foundation is doing to develop housing policy. Interestingly, Kathrine Standal, who during her eight years as CEO of Svartlamon Housing Foundation has succeeded with important projects and a very strong development in general, will change workplace in 2022 and start working at Trondheim Housing Foundation. It will be exciting to follow this development.

#### CONTACT

JENNY STENBERG jenny@egnahemsfabriken.se jenny.stenberg@gu.se www.codesigncities.se





JESPER BRYNGELSSON jesper.bryngelsson@hyresgastforeningen.se www.hyresgastforeningen.se









Merged apartment where four people live. The housing foundation buys paint and the tenants decorate the apartments themselves as part of their »dugnad« (≈people together carrying out non-profit work for the association)