REFILL

REuse of vacant spaces as driving Force for Innovation on Local Level

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TEMPORARY USE · DYNAMICS FOR LIFE

BASELINE STUDY
March 2016

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Foreword:

This Baseline Study is the second deliverable of the REFILL URBACT III network. It is part of the application package for the second phase of the project. It is based on a literature review as well as thorough visits to the partner cities. The Baseline study is composed of three parts:

- A State of the Art;
- Each of the 10 partner cities' profiles; and,
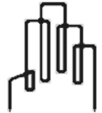- A synthesis and added value of the REFILL network.

We would like to thank all the partner cities for their inputs as well as suggestions for improvements throughout the writing.

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Picture on front page: Summer Festival on Dok in Ghent @City of Ghent

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PREFACE TO THE BASELINE STUDY

Temporary use is entangled in a web of complex (private, public, associative) interests and issues at stake. The dichotomy between some of these motives, but especially the infancy of this topic on the agenda makes it important for city administration to question themselves, their urban planning and the way they can bring together interests which are at first sight diverging, in order to contribute to developing more integrated urban planning. At the same time focusing on this issue can have a strong economic, social, environmental and cultural potential for city development. More than that, such an approach questions the way cities are governed and the role city administration can play in meditating between the different stakeholders. As such, the REFILL network's objectives are to investigate the way temporary use can contribute to a quest for new governance models to support temporary use:

- Exchange and evaluation of local supporting instruments;
- Ensure long lasting effects of temporality; and,
- Build a more flexible, collaborative public administration.

In this Baseline study, we sketch out the starting point for our network. Through the State of the Art, we outline the current situation of temporary use in Europe and its potential for urban planning and integrated governance: whether of vacant spaces or building, or of unused ones, the practice is outside the realm of traditional urban planning. Yet through its support of a range of economic, social, environmental and cultural values, some municipalities have developed a range of attitudes in order either to: enable and initiate them; to claim and coach them; or, to formalise and exploit them. At the EU level, the support has been mostly on brownfields whereas support or research on temporary use is still scattered. We have also sketched out the potential for temporary use to play an active role in triggering or influencing organisational shifts within city administrations.

In the second part of this Baseline study, we present the variety of profiles of the cities belonging the network: Amersfoort (NL), Athens (EL), Bremen (DE), Cluj (RO), Ghent (BE), Helsinki (FI), Nantes (FR), Ostrava (CZ), Poznan (PL), and Riga (LV). These cities present a range of situations in terms of geographical location, size, cultural and political heritage, political and regulatory contexts, and urbanisation history.

In the third part of the Baseline study we set up the basis for the work we are going to carry out during the next two years of the projects. We present the added value of the REFILL's network objectives. We then present the converging points, expectations and contributions of each of the partner cities to the network. In order to do so, we co-defined a working definition, and were able identify six emerging topics, which cross through the three main objectives of the network. We then present the complementarities of the network partners at transnational and local levels, going

into the details of what each partner would like to bring in and to gain out of the network.

Lastly, we present the complementarities of our network with the other ongoing URBACT III networks before presenting the references cited throughout the study.

Throughout phase I of the network and in the upcoming phase II, we are putting a strong emphasis on the co-creation of methodologies and tools, between the lead partner and expert, as well as with the city partners. Together with an iterative process, we seek to improve our methodology during each possible occurrence, and as such, the network partners are striving not only to address the issue of temporary use, but the methodologies to address it and beyond it, the way they tackle any urban issues and interact with stakeholders in an integrated way.
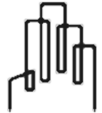
PART 1: STATE OF THE ART

I. INTRODUCTION

In the 50s' film "Le chantier des gosses", children were spending their leisure time in an abandoned lot in the very centre of the city of Brussels: this place was vacant, yet to be built. That was also in such a place the nephew of Tati's My Uncle was eating donoughts and whistling at pedestrians so that they would bump into lamppost. These spaces were free of rules, a ground for fertile experimentation, individual empowerment and creativity development.
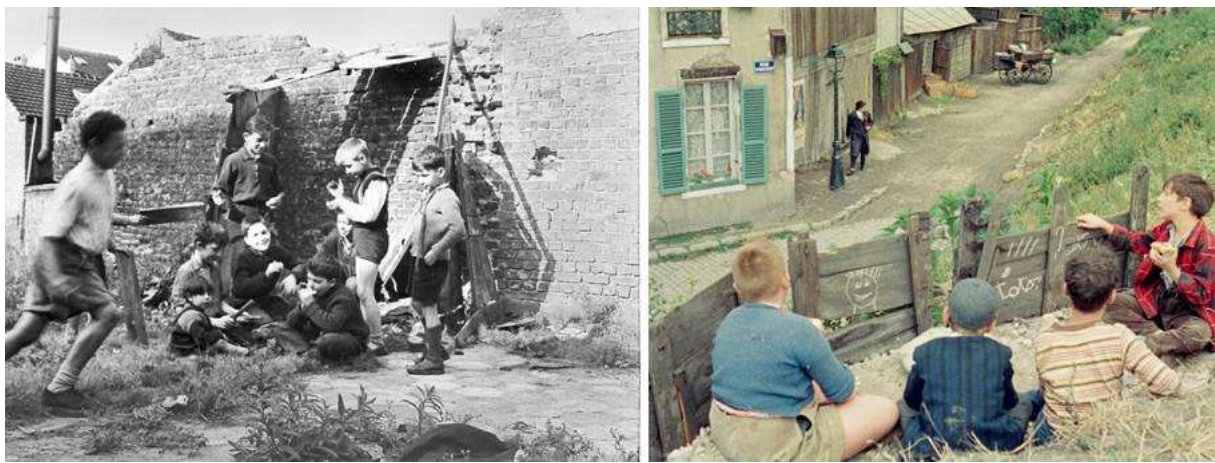
A once-upon-a-time use of vacant spaces in Europe ©Jean Harlez & TATI

European cities have evolved, we see less and less of these places yet to be transformed into modernized neighbourhoods of the city. However, new types of vacant spaces have emerged: these are buildings which have been abandoned as they do not fit with the evolving needs of companies and working practices, these are brownfields where heavy industries left deeply rooted pollution which makes impossible commercialization of these lands, these are leftovers from strong industrial pasts of some regions – in the form of buildings or abandoned lands, former docks, … All of these give a new face to European cities and create a potential for redynamisation through the realm of temporary activities which can take place on them. However, taking them into consideration in city governance is still recent, inexistent in some cities. Municipalities are yet to develop structures and frameworks which can enable taking advantage of their potential at most. As has been observed in many cities, such initiatives are strongly led by citizens and creative entrepreneurs. Society is changing, cities as well. Citizens are asking for greater involvement in city development. They are taking an increasingly important role in city governance, what questions the way cities are currently being governed. Temporary use of vacant places can be an entry point into a transitional organizational shift of governance, giving increasing room for manoeuvre to citizens.

II. DEFINING TEMPORARY USE

1. Share of vacant spaces

Unused or vacant spaces can be those spaces left vacant during the formation of the city. However, the number of these is constantly decreasing and here we are rather concerned with spaces and buildings which were previously occupied and abandoned at some point. These can be called "Vacant Terrain" when we refer to the emptiness of the terrain compared to the surrounding built environment, and when it is not occupied by neither people nor construction and infrastructure. We would call them "Urban Wastelands, Brownfield, Derelict land, Degraded and Deteriorated land or buildings" when referring to abandoned spaces, without urban activity and in some occasions contaminated (Nefs 2006).

However, identifying spaces and buildings which are not occupied is quite tricky. Indeed it is sometimes quite difficult to clarify what a "vacant" building or space is, not to mention different typologies from one research to another (Nefs 2006). In addition, the definition of what a vacant space or building is varying depending on the country. However, from the data that does exist, we can see that the percentage of conventional dwellings which is vacant ranges from the very low 1.7 % in Sweden to a third of the total dwelling in Greece.

Table 1 Vacant conventional dwellings in EU27 (% of total dwelling stock) (Dol and Haffner 2010)

Country	Around 2000	Around 2009
Austria	NA	NA
Belgium	NA	NA
Bulgaria	NA	NA
Cyprus	24.1	NA
Czech Republic	12.3	NA
Denmark	6.3	6.8
Estonia	10.9	8
Finland	8.8	9.6
France	6.1	6.3
Germany	8.2	8
Greece	33.2	NA
Hungary	5.6	NA
Ireland	12	NA
Italy	20.7	NA
Latvia	3.1	8.6
Lithuania	3.7	NA
Luxembourg	2.3	3
Malta	27.6	NA
Netherlands	2.2	1.5

In a similar vein, the Guardian revealed in 2014 that 11 million homes were unoccupied across Europe: 3.4 million in Spain, 2 million in France and Italy, 1.8 million in Germany and more than 700,000 in the UK and in Portugal. This is in sharp contrast with the estimate that 4.1 million people would be homeless in the EU (Neate 2014).

In Brussels, it is more than 10% of total offices that are vacant within the Brussels Capital Region, and 30% when taking into account the outskirts. In Amsterdam, it is 17% of the office space that is unoccupied (Böhlke 2013).

To some authors, this not only causes problems in light of the increasing urban demographic growth and need for new housing but also to new economic developments. Indeed, all types of companies and institutions tend to replace their offices which are not fit to their needs moving to new ones and leaving the former ones behind. However, the design and techniques of the office building is evolving constantly

Poland	5.3	NA
Portugal	10.6	NA
Romania	NA	NA
Slovak Republic	11.6	11.1
Slovenia	10.1	NA
Spain	21.9	NA
Sweden	1.7	1.7
United Kingdom	3.4	NA

leading to an acceleration of their obsolescence. For companies and institutions, it is about finding better, well-equipped, up-to-date spaces (Böhlke 2013). Such a neglect of vacant spaces and buildings also means greater urban sprawl and its consequences on urban planning and the environment.

This share of vacant spaces and buildings is constantly increasing throughout Europe. The change in land and building occupation can be explained by economical changes such as the financial crisis, industrial and commercial restructuring, industrial changes, and new forms of entrepreneurship. Alternative forms of solidarity and commitment levels are arising. Society and organisation processes are also taking on new forms: office work is becoming more flexible, telework is expanding, public space is used differently and properties are developing multi-use facilities. This is increasingly the case in some sectors: in the creative industry, in culture and counter-culture for example. Spatial needs are increasing, these activities search constantly for experimentation places, often developing some pioneer activities with a strong bottom-up impulse with the support of social innovations. New technologies contribute to these new dynamics through their speed and spread, supporting communicating and restructuring all forms of logistics. More details and examples are given in the remainder of this section.

2. Values of temporary use

Temporary use has grown continuously since the 1950s and 1960s when the historical centres were abandoned and the peripheries started to expand. Squatter movements emerged in 1970s to take advantages of these vacant spaces and buildings and new forms of programmes and public-private cooperation were set up in the 1980s in order to transform docks and industrial areas into residential and office space. Since the following decade, there has been a trend to go back to downtowns which is strongly related to the operations of urban revitalisation, requalification, renovation and redevelopment dealing with unused terrains and buildings (Nefs 2006). Berlin is often put forward as the example of a city where temporary use had appeared to tackle vacant properties in the 1990s and 2000s in a city where dissent, alternative and underground culture was quite prominent (Colomb 2012).

Temporary use is the activity taking place outside the ordinary functioning of the real estate market. It can be driven by creative milieus, activist and community uses, promoter of culture and counterculture, as new approaches to urban space, as form of consumerism or by private sector initiatives (SEEDS 2015). Temporary use is also

dependent on the strategies for users, owners and intermediaries as presented in the table below.

Table 2 Temporary use strategies of users, owners and intermediaries (Oswalt, Overmeyer, and Misselwitz 2013)

Strategy	Description
Enable	Removing the barriers to temporary use in a sizeable urban area with many under-utilised properties. No formal programme.
Initiate	Reaching agreement with landowners and resolving legal questions. Need for an agent to initiate a cluster of temporary uses.
Claim	Fighting for contested spaces or contested activities
Coach	Training and empowering self-organised users.
Formalise	Transition to permanence lasting structures, open-ended leases and permits, formal legal structures, professional management)
Exploit	Commercial use by real estate owners.

Temporary use, however, is not only about the use of vacant spaces and buildings. It can be a different use of a space or building during a limited period in time, usually in search for pop-up artistic or activist events. This is for example the case of the worldwide initiative PARK(ing) Day where groups of citizens create temporary parks on parking slots: while experimenting on new ways of interacting and creating a community bound, citizens seek to take back their city and to become proactive actors of their surroundings (see case box below).

PARK(ing) Day - *Temporary use of public space for civic expression*

Since 2005, PARK(ing) Day is an annual worldwide event, taking place on the third Friday of September where artists, designers and citizens transform metered parking spots into temporary public parks. For a short time, the parking spot becomes a springboard to civic engagement and to urban landscape. The project is used and adapted, as an "open source" in 162 cities all over the world. Activities organised in these "temporary parks" have ranged from free health clinics, planted temporary urban farms, produced ecology demonstrations, held political seminars, built art installations, opened free bike repair shops, ... The project claims that through its open-source model, community organizers can identify community needs and develop targeted activities, experimenting on common solutions. It is about challenging existing notions of public urban space and empowering people to help redefine space to suit specific community needs. The project also values the metered parking space as an important part of the commons – a site for generosity, cultural expression, socializing and play. This action is promoted within the legal remit of each urban context. Cooperation with municipality can be sought but it is rarely the case as it is rather seen as an "unsanctioned guerrilla art action"

PARK(ing) Day is for everyone! - NYC and Kropfhamer and Blütenkorb's installation- Munich, both 2009 ©Kate Nicholson & via Green City Munich my.parkingday.org

Temporary uses provide opportunities for interaction, participation, and start-ups. They are also a new ground for urban planning and make a contribution to the sustainable design of urban change (Ziehl et al. 2012). Temporary use has been widely argued not only as the mere use of empty or vacant spaces or buildings, but also as being crucial in the development of new values for the cities: both as a "value of the use" (for the citizen using the available space) and the "exchange value" (generating revenue for the benefice of the real estate business) (Nefs 2006). These can be of economic, social, environmental, or cultural nature.

a. Economic value

Temporary use has a strong potential to develop the economic activities of a city, to create jobs and businesses, to develop skills, and to improve the attractiveness of spaces. It can do so by providing: (flexible and cheap) working spaces, networking spaces, and the centralization of activities (hubs). As such, temporary places can become urban catalysts or urban incubators. One such key example is the cost-efficient reuse of vacant properties when spaces have been empty for a while. On the one hand, this is in particular useful for real estate owners who seek an intermediary situation before renovation or buy out: with a given small investment, real estate owners can accommodate a temporary use for a limited period: they benefit from maintenance of their location at the same time as tenants benefit from a low rent. On the other hand, it provides start-up companies, community projects and social initiatives with a space to test their business and organisational models, as in a period of incubation. Such a concept has been promoted through the "Meanwhile Space": while providing tools for partnerships between real estate owners, municipalities and citizens, it puts forward the mutual advantages that can be raised from a temporary use of empty buildings, as presented in its implementation in Craigavon, Ireland (see case box below).

Meanwhile space, Craigavon (IE) – Temporary use for economic redevelopment

The Meanwhile concept is to provide platforms for a community of people interested

in occupying affordable space for temporary periods. It brings together local authorities, real estate and construction stakeholders, as well as creative entrepreneurs in a joint to work to utilise vacant property for alternative uses. Guides, leases and toolkits are provided to standardise and increase impacts of meanwhile uses. In Craigavon, 25% of the city was left vacant because of the economic crisis. Through a partnership of all the involved stakeholders a programme to occupy temporarily the buildings was set up. The streets changed appearance and brought back life to the neighbourhoods including increasing safety at night and increasing business development in the area.

Edward Street benefiting from the Meanwhile Programme ©Craigavon

Another economic potential is for temporary activities to serve the regeneration of given places or buildings. Through complementary projects, they can give a new life to abandoned places or buildings which can then go back to the market with a higher value. This was the case of a former hospital in Bologna (see case box below).

Mutts hospital, Bologna (IT) – Temporary use for regeneration

After a failed attempt to sell a former Mutts hospital, the Province of Bologna proposed it as a ground for cultural activities. Since 2013, it has hosted the Bologna WaterDesign, #THISISISBOLOGNA, FRUIT self-publishing exhibition and many other vernissages, performances, and sound installations.
Through the promotion of such a cultural platform, the Metropolitan City implemented integrated governance and collaborated closely with cultural associations and institutions, universities and research centers, economic stakeholders. Throuhg this temporary use, the former hospital has gained value on the market. In addition, it has played an important role in the promotion of culturem as well as contributed to the creation of new jobs and businesses in the field of technology, digital and innovative start-ups. It has also bee the entry for engaging the dymamic forces of the city and for capturing the dynamics created around a temporary use.

A former Mutts Hospital's potential promoted through culture ©Municipality of Bologna

b. Social values

Creating or reinforcing social links, binding communities or social inclusion are essential to many temporary uses. They indeed provide space for meetings and activities in the neighbourhood and enable temporary housing. They can provide housing in the form of shelters for people in need of a roof such as refugees. They can also experiment on new ways of using the public space to create social bounds. Such a use can also go in the direction of mitigating social and economic conflicts about the fact that buildings which could be occupied are left vacant. The case box below presents the example of a day care centre which is taking place in a vacant building before a new one is built. This centre has become the central place for social care and community life in the neighbourhood.

Day-care centre, Satu Mare (RO) – temporary place before final localisation

"Sfantul Acoperamant al Maicii Domnului" is an association caring for children of disadvantaged families set up in 2010. It seeks to foster social cohesion and preventing early school dropout. While waiting for the construction of a day care centre which will be built in 2016, it occupies a vacant public building, a former social centre. The centre organizes integrated socio-medical services as well as varied teaching and training activities. These are organized by a range variety of volunteers: priests, teachers, pensioners and public figures.

Children taken care for in a temporary day care centre ©Satu Mare

c. Environmental value

Occupying temporarily spaces and buildings can also contribute to improving urban public spaces and greens, preserving natural habitats and depolluting areas as well as promoting urban agriculture and local food. Indeed, especially when the places have been vacant before, they provide new ground for agriculture and recreation but especially for experimentation on those areas. This was for example the case of the "Hot Summer of Urban Farming" project in Copenhagen, Denmark, where artists sought new insights into urban agriculture and sustainable food (see case box below).

Hot Summer of Urban Farming in Copenagen (DK) – TempUse, culture, sustainable development

In the outer of Nørrebro, Denmark, eight Danish and foreign artists made temporary works, gardens and plantations on unused spaces. This project was an experimentation for exploring informal and temporary uses of spaces that are undetermined. The main focus areas of the projects were: inclusion and exclusion, the use of public space, the origin and history of plant life and the relation between the city and its surrounding. These could all be conceptualized by a closer connection between agriculture and the city. Starting from utopian concepts, it sought to create visions of what the place could become. A mobile kitchen was also installed on the spot. The project was curated and organized by visual artist Nis Rømer in the context of the organization for art in public spaces and media, Publik DK.

Hot summer of urban farming ©Eco-publicart.org

In addition, temporary use in itself is strongly concerned with the fact that the current paradigm of economic growth should be revisited: the incessant construction of buildings, creation of waste, isolation of workers and citizens, all these are taken at odds in many temporary use practices. Such practices also seek other opportunities for cities in order to optimise their existing resources. They can contribute to the future of "smart" or "compact" cities, if not by limiting the air pollution and noise (which would become increasingly concentrated) at least in the development of flexible public transports, new ways of consuming or new collaborative services.

d. Cultural values

In many cases, temporary use is also strongly linked to the history of the city, mainly industrial history. Using these spaces enables cultivating the historical memory of the city and also to produce culture and develop creativity on the images provided by these spaces. Many initiatives are taking place in abandoned industrial or military sites, or even brownfields. Ground Control in Paris is specialised in organising ephemera events in a different location every year, shedding light onto some unknown places of the French capital, at the same time as providing alternative ground for night life (see case box below).

Ground control ephemeral mobile bar, Paris (FR) – 2015 Edition in a former train depot

The Ground Control project organises temporary bars in a different location each summer. In 2015, it settled in a 3-hectare-large former depot and repair place for trains, which had been unused since 2009. The place hosted a wide recreation and cultural place with a pétanque area, hen house and a garden, a bar and snack place. When sitting on deckchairs on the abandoned tracks visitors could watch and hear the trains passing by nearby. Concerts and performances, as well as a flea market took place there. Ground control was seen as a "living place". A convention for temporary use was signed between the organisers, specialised in event management, with the French Railway Company, SNCF. The company then benefited from a use – and rent - of the space before the site is demolished in 2016 for the reconstruction of social housing. The two signatories of the convention found an agreement in that the organizers keep the spirit of the place and remained open

to the neighbourhood life.

Ground Control 2015 : ephemerla bar at a former train depot ©cheminots.net & Parisianist

III.   SUPPORTING TEMPORARY USE

Temporary use is not a given. It is usually not considered part of normal cycles of urban development. It disturbs traditional urban planning and governance through unusual occupation of the place, leading to necessary rearrangements: economical, legal, social or managerial. However, "temporary uses can become an extremely successful, inclusive and innovative part of contemporary urban culture". (SUC Studio Urban Catalyst 2003, p.4). More than anything else, some municipalities have started to acknowledge the need for developing an adequate interdisciplinary governance model, taking account of the complexity of the landscape and of the issues at stake. This support can be broadly categorised in three strategies, referring to the typology in Table 2: enabling and initiating, claiming and coaching, formalising and exploiting.

1. Enabling and initiating

Some municipalities open up their real estate databases to engage citizens and entrepreneurs in revitalizing empty properties. Some have developed framework models to kick off temporary use: transparent overview of a city's real estate situation, mediating between owners and users, introducing taxes, tax breaks and incentives, granting permissions, offering funding and loans and proposing adequate structures or mechanisms (Patti and Polyak 2015a). Under such an approach, municipalities are being proactive at providing top-down leverage to kick off temporary use. They can provide the infrastructure necessary to the adequate experimentation, usually with a search for long-term effect in learning, economic term or community binding. Some cities have already launched some processes in order to envisage the potential of temporary for their own development. For example, the Municipality of Copenhagen (Technical and Environmental administration) funded in 2010 a project to search effect, barriers and opportunities of temporary uses as well as a collection of good examples of temporary uses.

Enabling temporary use starts by researching and promoting the assets of empty spaces and building. This can take the form of an online map making an inventory of vacant spaces, based on existing database and cross-referencing them. Such databases are also often providing support to get started, including referring to legal issues, as the "Grounded in Philly" project presents in the case box below.

Grounded in Philly, Philadelphia (USA) – mapping and supporting access to vacant spaces

Grounded Philly is an initiative of the Public Interest Law Center of Philadephia. It seeks to facilitate the transitioning of vacant land into community-controlled green spaces, gardens and gathering places. This takes the form of an online map gathering data from various public entities. The website enables residents to get connected as well as to get information, including legal on securing and using prospective green spaces.
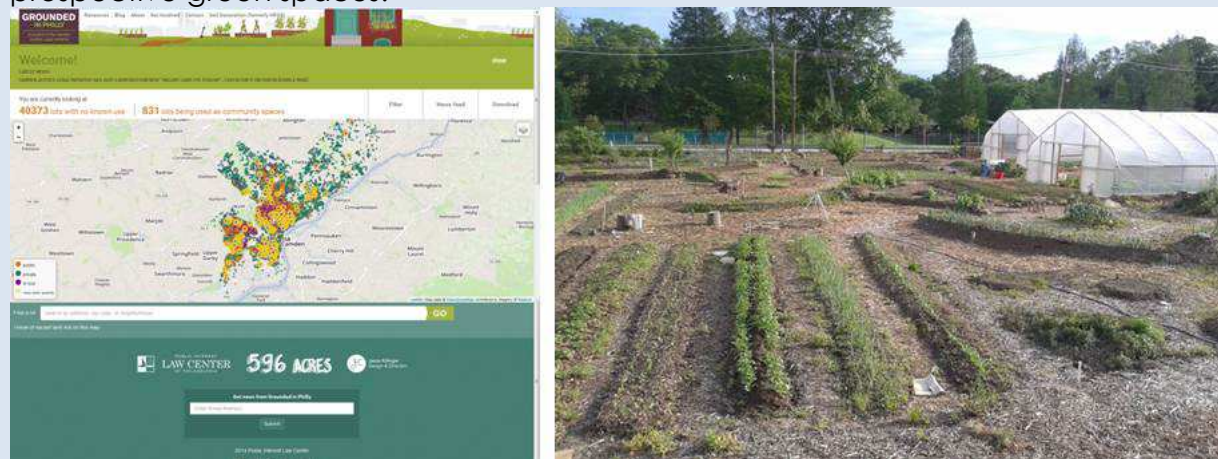
From mapping to farming with Grounded in Philly ©Grounded in Philly

2. Claiming and coaching

Municipalities are less advanced in the promotion of bottom-up initiatives, in support emerging new needs or opening-up to new forms of cooperation with grassroots initiatives. When they do so, they acknowledge the potential of such temporary use initiatives to be part not only of urban planning but more generally of general urban life and can act as experts. This has been the case with the Toestand initiative in Brussels (BE) which started as ad hoc and unauthorised occupation of vacant spaces before becoming a legitmate stakeholder in the landscape of urban planning and environmental protection in the region (see case box below).

Toestand, Brussels (BE) - Bottom-up expertise for city governance on temporary use

Toestand is an organisation triggering bottom-up initiatives to redynamise the city where it is not active anymore: forgotten or abandoned buildings, terrains and (public) spaces – soon to be destroyed or rebuilt - by means of temporary and autonomous socio-cultural centres. It focuses on dialogue, creation, autonomy and actions. In parallel, and after the organisation squatted and made some experiments in a few spaces, the Regional Ministry of the Environment, Bruxelles Environnement, launched a call for project to use empty spaces on a lot before a park would be constructed. Toestand won this project, Allee du Kaai, hosting 4 buildings and outdoor space which adds up to 7000m2. A park is being constructed in different phases while the land is de-polluted. The buildings will be destroyed between 2016 and 2018. The organisation started raising the interest of the Ministry on the neighbourhood needs, the potentials for the evolution of such a park. Toestand has become the expert on temporary use for the Ministry which is dealing for the first time with such an issue directly.

Allee du Kaai, Toestand main project ©Toestand & Allee du Kaai

3. Formalising and exploiting

The underlying concept of temporary use of vacant spaces and buildings is to be limited in time. As "intermediary", "in-between" or "meanwhile" spaces, the question is what cities can do to take advantage of their experiences, integrate their results in urban planning or other public service development, and foresee other related or similar experience. After the given time for the temporary experience or experiment, whether it is because the project is finished, the place or building has found another use or that rules of the games are changing, the temporary use can take different new forms to which municipalities have developed new strategies to operate a transition beyond temporality.

a. Recurrent

The temporary use can become recurrent: the activity is repeated over a certain period of time, in the same place, while the building or space remains vacant. In such a scheme, the initiatives can be strongly bottom-up but require the support of the municipality for agreement on the terms of land use. In other instances, such a

use can be beneficial for remediation of polluted areas at the same time as increasing citizens' wellbeing and attractiveness of deserted parts of the city. The urban beach of Prague is an example of such a temporary use.

b. Migrant

The temporary use can also be migrant: the activity is repeated in several locations under the same format. In some instance, it can become an international movement, repeated elsewhere and adapted to local cultural contexts. In these circumstances, the project usually takes place in "abandoned" places without the need for strict agreement with the municipality. However, for some security reasons, and city policies, prior agreement can be asked. In some instances, these events also become emblematic of citizens' mobilization about urban planning issues in their cities, getting visibility of what can be achieved, how the places can be used and installing an on-debate on the given places. In other instances, they combine the reuse of mobile infrastructure with the regeneration of derelict areas, as presented by the Deptford project, in the case box below.

invited the creative community to run activities on site: Celebrating Deptford, Silent Cinema, The London Design Festival, Deptford X, Barn dances, supper parties and Christmas festivities. Thousands of people came from far and wide to visit the area. As well as creating the initial interest and identity of the area, the train café has temporarily formed part of the new development of the neighbourhood providing the link between the railway station and new routes into the town centre. After five years, the presence of the café regenerated totally a site owned by Cathedral Group Plc. It left its location in 2014 and is looking for another location to regenerate.

A temporary café in a former train carriage to regenerate neighbourhoods©Deptford project

c. Transient – towards institutionalisation?

The temporary use project can be stopped, or transient: the activity was carried out over a dedicated period of time. It is not needed anymore or the place has taken an official or new function. It is then for the city to decide how to integrate the learning from this experience into city governance.

As mentioned already, temporary use can be a realm of opportunities for cities. Some cities have realised the long-term benefits of these activities for the city and the citizens, which can be of economic, environmental or social nature. To some extent, temporary use can then become institutionalized or been set-up as a "free zone", making temporary -permanent. Such an institutionalization re-assesses the balance between the financial value of the place/building as opposed to the social value brought in by the activities. This can be the case when projects have been emblematic of a given dissent movement but are also increasing the attractiveness of some neighbourhoods. In the case of Christiania in Copenagen (DK), the municipality has designed a zone with specific legal status, and is constantly adjusting its approach in order to support this alternative living movement, and its values for the cities, at the same time as sticking to municipal rules, common to all the neighbourhoods of the city (see case box below).

Freetown Christiania, **Copenhagen (DK) – Exclusive legal framework for long-term temporary use**

The occupation of Christiania, an area of Christianshavn of Copenhagen, started as

an illegal settlement, in a military area in 1971 – inspired from the hippie movement, the squatter movement, collectivism and anarchism - for protesting against the lack affordable housing. The area was a place providing the conditions for artistic development but also leisure and recreational activities for visitors. The area is now a self-proclaimed autonomous neighbourhood of about 850 residents, covering 34 hectares, with is own electricity plant, a bath-house, self-governing society in quest for economically self-sustaining.

The debates around the status of the area were first formalised in the Christiania Law of 1989 where the area received a special status, transferring parts of the supervision of the area from the municipality of Copenhagen to the state. Since 1994, residents have paid taxes and fees for water, electricity and trash disposal. Following agreement were made to the use of the land with the Danish defence ministry (which still owns the land) in 1995. Since then, debates have been unceasing in-between the illegal occupiers and the city, both claiming for the use of the land, the former in total autonomy from the government rules (and services), the latter making concessions but still controlling. After having reached an agreement in 2007 which gave the control of Christiania to the city over the course of 10 years for the purposes of business development, in June 2011, the residents of Christiania agreed to collectively set up a fund to formally purchase the land at below market prices. The community made its first payment in July 2012, officially becoming legal landowners. Becoming landowners though will not prevent from questioning the laws to be applicable in this area which was a first attempt of "free state within the state" with their own set of rules, independent of the Danish government. One of the major controversies remaining, beyond the non-payment of taxes, is the tolerance given to the sale of cannabis, granted since 2004.

Christiania self-claimed free zone in the city of Copenhagen ©Christophe Gouache

Such an institutionalisation requires a strong collaboration and co-working with concerned stakeholders. It also questions legal frameworks, the room to provide to experimentation, but also, and more generally the legitimacy of the municipality. In some instances, the political power related to the use of these spaces or buildings require the municipalities to find a compromise for them to keep their legitimacy. This might also include some major changes to the way the spaces and buildings are managed themselves. The municipality can take an increasing role in it, which is conflicting with the original idea of bottom-up temporary use movements and can interfere with the values and missions of the projects themselves. In Paris, in the 59 Rivioli aftersquat artisitic movement discussions are still on-going about the services

that are to be provided by the municipality, and which have been quite supportive so far, but the limits to the interference of the municipality of the place (see case box below).

The 59 Rivoli Aftersquat , Paris (FR) – Permanency of squat through municipal management

In November 1999, the former building of the bank Crédit Lyonnais, abandoned for the previous 15 years, was being by a group of artists in order to revive it, to create a place for artists to create, live and expose and to prove the validity of a cultural alternative. Today, it hosts 30 artist's studios open to the public 6 days a week with up to 4,000 visit the artists' studios, exhibitions or concerts on average per week. It is a hub for creativity and culture, which is meant to be democratic, accessible, close to citizens and making a bridge between artists and citizens.

After a first notification for eviction due on the 4 of February 2000, the artists obtained a 6-months delay during which the press became increasingly aware of this "squart" (contraction of squat and art). As a result, the squat remained unsettled for many years during which the government did not take any decision, whereas artists where still at the verge of being evicted. The major change appeared when Bertrand Delanoë, then running for mayorship of the city of Paris, promised to legalise the squat if he were to be elected, what he did when the results of the election gave him this position, in 2001. In 2005, the City of Paris bought out the building to Credit Lyonnais in order to maintain the activities of the artists. In 2013, some disputes arose after an audit of the management of the building and where the administration wanted to have a say in the artists being accepted in residency. The disputes are still being settled.

The support of Paris' Mayor Bertrand Delanoë, from the temporary chez Robert Electron libre to the permanent 59rivoli ©59rivoli.org & Lutetia

As presented above, the timeframe of temporary use is crucial: although it is at first perceived as limited in time, its initiators or users can claim for its permanency. They can be proven of being of high – usually social – value to the city. However, municipalities are still facing the difficulty to develop the adequate frameworks, tools and mindset in order to benefit from the energy – and the experimentation power - coming out of these experiences at the same time as making in fit with the municipality rules and policies, in a way that is financially viable. The dynamics arising from these initiatives are also crucial to the city's functioning and municipalities are

yet to develop their own approach to capture them and maintain them at the end of the projects.

IV. EU'S APPROACH TO TEMPORARY USE

1. Brownfields and regeneration

Temporary use has been supported by decisions, policy documents which pave the path towards new way of ensuring urban cohesion and developing economic, social and cultural social activities. The reuse of brownfields in particular is seen as contributing to these objectives and a valuable alternative to urban sprawl to re-use abandoned urban industrial, military or port sites as was stated in a series of 2006 European Commission reports, declarations and staff working documents: on the need to reuse of vacant brownfields (European Commission 2006d), developing projects on this for cities and regions(European Commission 2006a) and especially in relation to Cohesion Policy (European Commission 2006c; European Commission 2006b).

In this regard, some precursor projects were the FP5 URBS PANDENS - Urban Sprawl: European Patterns, Environmental Degradation and Sustainability (2002-2005) and the FP7 URBAN Atlas (2006 and 2012), which mapped the environmental impact of urban planning of 305 most populated cities in EU27 and also identified vacant areas and buildings in urban areas and their economic potential.

A series of EU research projects were also funded in order to identify the scale of the issue presented by brownfields and their regeneration, and the development of sustainable land planning in cities: the FP4 CLARINET - Contaminated Land Rehabilitation Network for Environmental Technologies (1998-2001); FP5 CABERNET - Concerted action on Brownfield and Economic Regeneration network (2002-2005); and, FP5 RESCUE - Regeneration of European Sites in Cities and Urban Environments (2002-2005). The FP5 LUDA (2004-2006) also focused on regeneration in large urban distressed areas.

Under INTERREG III B, cities also gathered to reconvert former military zones CONVERNET (2003-2006) and redevelop former industrial areas under REVIT - Revitalizing industrial sites (2004-2007).

In line with DG REGO's theme "4.4 Re-using brownfield and waste disposal sites"(DG REGIO 2007), the URBACT II programme (2007-2013) supported a series of projects addressing the issue of brownfields under its priority 2 – Themes "*Environmental Issues*" and/or "*Integrated development of deprived areas and areas at risk of deprivation*". The REPAIR project was about the transformation of abandoned military zones sites into thriving sources of economic activity, employment and social cohesion. The BRING-UP[1] project focused on brownfield regeneration in central metropolitan areas

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[1] The project was ended after its development phase.

and integral urban and landscape approaches for disadvantaged areas in decentralize locations.

These above-mentioned policies and projects have been focusing on land management. Another stream of the EU approach has envisaged the way vacant lands or brownfields can be integrated in the city as a new element of urban planning or even city governance in general.

2. Reuse and temporary use

In the "Cities of tomorrow" report the European Commission emphasized the potential of temporary use for strengthening the position of cities in the EU.The decline of population in cities is a threat to the capital value in leading to vacant flats, shops and office spaces: this might lead to abandoned neighbourhood becoming no man's lands, speeding up the withdrawal of private interests in a vicious circle. At the same time, cities should go towards a more compact settlement structure with limited urban sprawl and become a place of attraction and an engine of economic growth. The report therefore sees temporary use and experimentation processes in these places as solutions. It would lead on the one hand to use building stocks more efficiently in particular in allowing entrepreneurs and creative people to profit from temporarily reduced rents at the same time as proposing owners recognition of a building in use, as well as related revenue flow and assurance of occupation. It would also lead to a strategy for redevelopments and revitalisation of certain areas. The "Cities of Tomorrow" reports concludes on this point by stressing that "temporary use is a basis for new forms of social cohesion and local economic networks."(European Commission 2011, p.57).

In agreement with such an EU support, the FP5 URBAN catalyst project had been advanced in working with and for stakeholders to develop the potential of temporary use (see project box below). This project was key in setting up the baseline for researching and developing policies in relation to temporary use.

> **URBAN CATALYSTS – initial mapping and tools for temporary use development** (FP5, 2001-2003)
> Urban catalyst explored strategies for the temporary use of left-over sites in urban areas. As an interdisciplinary platform for research and public interventions it sought to stimulate discussion amongst architects and planners about the use of void spaces in the city: unplanned and informal uses of these spaces, which operate within informal economies and fall outside the remit of traditional urban planning and new forms of urban development where citizens would be the initiators rather than professional developers. The project identified strategies for temporary use and developed instruments and methods that integrate its potential into modern city management and urban design. It focused on communicating and interacting with stakeholders, making temporary use a marketable product for cities and developers.

Going one step beyond, the ERDF-funded OLE (Open LAB Ebbinge, 2009-2011) developed a public-private partnership in order to test the development of a "micro-city" inside the city of Groningen on one hectare area of wasteland. The key element of this project was the involvement of the variety of concerned stakeholders, and especially the setup of a public-private partnership. It provided ground for innovative and creative entrepreneurs to develop experiments in using demountable, nomadic and sustainable buildings.

 The URBIS (Urban Land Recycling Information Services for Sustainable Cities, 2014-2017) project focuses on the reuse of vacant land. With a strong economic focus (funded by the FP7 as part of the Competitiveness and Innovation Framework Programme) this project used advanced data systems to identify the potential of vacancies for reuse strategies. The aim of this project was to combine the potential of urban areas with economic growth. In particular it sought to control urban sprawl, reuse vacant land and maintain urban density, in order to provide the financial basis for public transport. It also used earth observation open data for supporting sustainable brownfield redevelopment. It then implemented standard operational URBIS information services for urban vacant land recycling support with sustainable business model.

The INTERREG IV B SEEDS project combined academic research with experimentation at the city level: it built strongly on previous projects in order to implement pilot temporary use policies in the partner cities (see project box below).

SEEDS - Stimulating Enterprising Environments for Development and Sustainability
INTERREG IV B (2012-2015)
The SEEDS project sought to promote the reuse of vacant sites while focusing on the implementation of innovative spatial planning policy instruments, and on stimulating regeneration and sustainability, in each of the partners' pilot cases. It carried out research and analysis in parallel to on-site experimentation, developing skills and opportunities for those furthest from labour markets, transforming growth prospects. In particular, stakeholders and citizens were at the heart of these tools and strategies development for which these were produced. The project also sought to deliver the economic impulse needed in deprived areas while changing land-use patterns. The project developed a "Charter for re-use" supporting temporary use of vacant places and buildings through 10 actions: reactivate, enhance, experiment, create, learn, ripen, value, support, enable, and recognise.

Finally, the URBACT TUTUR network has taken further the reflexion upon the possibilities to promote temporary use in urban regeneration (see project box below).

TUTUR - Temporary use as a tool for urban regeneration
URBACT (2013-2015)
The objective of the TUTUR project was to introduce a method of temporary use in urban regeneration to cities. The approach taken by TUTUR was to find new and agile ways to respond to local needs. It took

temporary use as a source of life for neighbourhoods in order to promote a sustainable urban regeneration promoted by public administration and citizens. The project transferred the practice of the ZwischenZeitZentrale agency in Bremen, which makes the link between those offering vacant places and those in need of such places, to Roma (IT) and Alba Iulia (RO). The project was highly concerned with bringing together stakeholders, engaging municipal and private economic development agencies and property owners, as well as cultural organisations, to elaborate potential uses of existing infrastructure and resources. Architects (and landscape architects, designers) also play a key role in the development of models for interim use and in the establishment of temporary spatial possibilities. The thematic focus of the project was to respond to needs related to youth employment, with co-working and start-ups, and cultural activities.

V.   TEMPORARY USE AS A DRIVER FOR MUNICIPALITY SHIFTS

1.   Temporary use's experimentation power

Temporary use can sometimes be the ground of on-site dissent experimentations which take place on a vacant place without upfront agreement or permission. Such experimentations are a real-life trial of what a place could become, what would be realistic and feasible as well as what citizens and users would value. Such processes are often collaborative and participative and propose complementary and transferable approaches. These have a strong potential to support governance as they provide additional services to those proposed by municipalities in that they collaborate directly with citizens, they are citizen-driven, they take risks and make trials and errors about possible outcomes of given lands or buildings. Some municipalities have learnt to incorporate these outsiders' inputs into their governance model. It was the case of Park Fiction in Hamburg, where an experimentation took place on a place originally foreseen for a real estate project and was later integrated in the neighbourhood development plan (see case box below).

Park Fiction, Hamburg (DE) – Temporary use for bottom-up experimentation feeding into city governance

Whereas a new housing and office development plan was being launched in the St Pauli's quarter of Hamburg, Germany, the *Hafenrandverein* (Harbour Edge Association), launched an experiment for actually transforming the area into a park: "Park Fiction". Through collective and participatory planning project, it draw the plans for a public park and started to organize activities, a series of public events in the site, including talks, exhibitions, open-air screenings and concerts. The project' vision was to act and implement changes instead of organising a protest for a public space: with this on-site experimentation, citizens could use the park and improve it according to their needs.
The project was partly funded by 'the 'art in public space' programme of the city's culture department developed the idea of a 'collective production of desires'.
It was transparent: it developed tools and techniques to make the planning process

more accessible. It sets up a strong communication campaign and visibility which made it difficult for the municipality to block their proposals. At the same time on-going discussion and negotiations took place between the protagonist and the local officials. As one of the results, one member of this project even became the city administrator responsible for liaising with the residents and the park was inaugurated in 2005.

Park fiction, from experimentation to permanency ©trover.com & park-fiction.net

Temporary use can also contribute to restoring buildings and spaces and to the renovation and regeneration of problematic neighbourhoods. New urban plans can emerge making temporary use a new way of managing empty buildings and spaces. Some governments are acknowledging the role temporary use can have on urban planning. The Danish Ministry of Social Affairs, for example, published a toolkit to identify area potentials through temporary uses, by using a space early in transformation process. Through an advanced brainstorming and collective projection in what a future area could become, the methodology provides architects, urban designers, planners, consultants, municipal officials, politicians and developers with a catalyser for the development of the area around the temporary use. These visions of the urban space, involve citizens, future residents and future users in order to create a dynamic between the traditional urban planning tools and space use.

2. Municipalities' adaptation to temporary use

The municipality of Amsterdam was seeking to encourage private owners of vacant spaces, residential properties and houses to use them for alternative uses for creative endeavours, stat-ups, and incubators. However, the municipality observed that it required involving both private companies and NGOs for adapting to local needs but also that these did not speak the same language. In addition, there were no follow-up of the projects in the administration (interest parties had to present their case each time all over again. As a result, the administration set up a full-time position for one civil servant to focus on transforming vacant spaces in 2000, responsible, amongst other to liaise and talk individually to all stakeholders (Polyak and Oravecz 2015).

Indeed, temporary use of vacant places requires new forms of cooperation between public administration, private owners and citizens. It can be reinforced by an improved communication between owners and users, the building of a network, and the identification of existing resources and collection of data. This, in turn, requires a flexible legal framework, a fast decision making process, local sensibilisation and continuous integration of models (Elisei 2015).

Creating a new infrastructure and ecosystem for temporary use is one of the key challenges to support it. At the same time, it is also an opportunities to develop new governance models for administrations.

3. Temporary use's influence on municipalities

The cases presented throughout this document highlighted the way municipalities have adapted the way they design and implement local policies in order to develop temporality of activities and to go beyond it. They have become collaborative, participatory, and flexible. They have also learnt to listen and react to grassroots movement and to open the city governance to outsiders.

Temporary use can indeed have a strong impact on the changes within city governance: not only does the municipality need to adapt, but it can also be affected – positively - by these transformations. This corresponds to the current needs of cities to adapt to new needs, similarly to the administrative mismatch , mentioned in the "Cities of tomorrow" report "the administrative boundaries of cities no longer reflect the physical, social, economic, cultural or environmental reality of urban development and new forms of flexible governance are needed" (European Commission 2011, p. 8). The same report also called for new evolutions in city governance, and in particular the need to:

- Deal with challenges in an integrated, holistic way;
- Match place- and people-based approaches;
- Combine formal government structures with flexible informal governance structures that correspond to the scale at which the challenges exist;
- Develop governance systems capable of building shared visions reconciling competing objectives and conflicting development models;
- Cooperate in order to ensure coherent spatial development and an efficient use of resources;
- New governance modes based on citizens' empowerment, participation of all relevant stakeholders and innovative use of social capital are needed; and,
- In the context of weakened links between economic growth and social progress, social innovation offers an opportunity to widen the public space for civic engagement, creativity, innovation and cohesion (European Commission 2011).

Temporary use indeed plays a key role in cities as it can accommodate innovation and adapt needs and capacities to available resources (Patti and Polyak 2015b). It

fosters networks and co-creation dynamics. It also provides new roles for the concerned stakeholders. Civil servants are becoming matchmakers and coordinators. The owners of the lands or buildings and the users of these areas become in turn providers of services or of solutions to the others' problem (e.g. ensuring maintenance of an empty space and using a space at affordable price).

Temporary use is a tool which proposes new framework for interaction with stakeholders. It brings a variety of stakeholders together. It provides feedbacks to the administrations concerning what the necessities are in the neighbourhoods and what the capacities to provide those needs are. It also sheds light as to where city administration needs to communicate and create synergies. Finally, it can create more sustainable management models as increasing community energies are involved (Patti and Polyak 2015c).
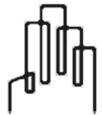
PART 2: CITY PROFILES

Visits of an average of one and half day with both the Lead expert and a person from the Lead partner team have been organised in the 10 partner cities. A specific questionnaire was sent in advance to each city coordinator and returned to the Lead expert in order to prepare and make most of the visit. In parallel to this questionnaire, we designed a template for partner cities and new candidates to present key cases relating to the objectives of REFILL (see box below)

Collecting case studies from partners and non-partners cities

Exhibition of city cases, 27 October 2015, Poznan © Strategic Design Scenarios

The development phase of URBACT Action Planning networks is a rich moment during which Lead expert and Lead partner are in contact with many more cities than they will have in their final partnership. In order to take stock for the follow-up of the REFILL network of the experiences of all these cities that at the end will not take part in the partnership, we designed a simple presentation template to present cases matching the 3 objectives of REFILL network. The template included a timeline, a selection of key innovative aspects, a benefits/difficulties/challenges synthesis, etc. In the REFILL kick-off meeting in Poznan the network already collected 30 such cases and we were able to make a light exhibition with them in order to prompt the conversation between the city partners.

Guidelines for organizing the city visit were also sent and the programme of the visit was agreed upon in advance to make most of the time available in the city. In particular the program focused on site visits (eight to ten cases emblematic of temporary use), an initial meeting of the forming URBACT Local Group and a meeting with public authorities responsible for the engagement of the city in the URBACT network. Gathering places for meetings as well as meals were often used as opportunities to experience more examples of temporary use and meet stakeholders informally. The winter period has not been always appropriate to appreciate temporary use places and related success in terms of citizens' participation. Some

cities spontaneously complemented site visits with presentations of images making very interesting forms of "on-site presentations" showing both the *genius loci* and the way the space lives all along the year.

In short, the ten visits allowed building a catalogue of 96 cases of best practices of temporary use presented as boxes in the 10 city profiles. Site visits, informal interviews and presentations during URBACT Local Group meetings or pre-meetings allowed the Lead expert to engage in more than 200 different face-to-face discussions with local stakeholders from civil society involved in temporary use, relating parts of the city administration and also the private sector. It allows building a good understanding of the current developments of the topic in the 10 cities.

The detailed profiles of each city are presented below.

I. AMERSFOORT'S PROFILE (NETHERLANDS)

Main characteristics of the town

Amersfoort is situated in the centre of the Netherlands in the Randstad, part of the economic development centre of the Netherlands. It is on the list of the top 10 attractive cities in the country.

Amersfoort has a historic city centre with monuments that go back to 1300. After a flourishing period in the late Middle Ages the city stayed quite stable in a rural area. From the end of the 19th century, the city started growing, due to the connection to the first railway-system in The Netherlands. After World War II, the city grew further for 2 decades. In 1980 about 80 000 people were living in Amersfoort. The city was then selected by the national government as a 'city for growth' within national urban planning strategy. Rapidly the city expanded in direction North with famous modern architecture and city planning to 149 000 inhabitants at this moment providing lodging opportunities at the boarder of the dense and expensive triangle Amsterdam, Rotterdam and Utrecht. The current population profile of Amersfoort is rather young, educated with middle to high incomes. The town planning is to grow to 160 000 inhabitants by the year 2020.

Main characteristics in terms of temporary use practice

Area developments have been delayed because of the crisis on the real estate market. In addition, many buildings became empty when businesses left. Therefore, the increasing number of vacant properties and temporary use is a growing issue in Amersfoort in particular for business offices and social real estates. Vacant former industrial buildings with heritage value and importance for the identity of the city are also considered. Citizens want to keep these buildings safe from being demolished and organised themselves into a foundation for 'Preservation of postmodern industrial heritage'.

Because of the cutting of public budgets, the community centres were all closed in Amersfoort. Some of them are now being run by citizens and the involvement of citizens and social entrepreneurship in city development is growing. Awareness of city leaders and of the municipal organisations of the social importance of these initiatives for the surrounding city districts is rising. The use of the municipal real estate is changing and temporary use solutions with preferential rent are being used to host them.

Still some initiatives cannot pay the rent that is necessary to cover the costs of the real estate. Some initiatives want to buy a property but cannot pay the purchase price. There is a strong social dynamic on the one hand but on the other hand these dynamics are very vulnerable because they are run by volunteers only without subsidies.

The city municipality faces a series of questions: should we help or not these initiatives financially by giving them subsidies or by lowering their rent? How can we assess the

value of their social impact? Is it possible to quantify this social value in Euro's in order to take it into account when judging the business cases of these initiatives?

Temporary use as an asset for neighbourhood revitalisation

The city has developed a particular know-how in temporary use of vacant plots and derelict lands. Amersfoort's citizens show a particular interest in engaging in sustainable food. The city demonstrated it in particular through its participation in the *Sustainable Food in Urban Communities* URBACT II thematic network. Growing food in the urban context in community gardens, allotment gardens, community supported agriculture, urban farming and multiple forms of making use of any available or vacant land in the city was a great focus of the cities participating to the network. Amersfoort's Local Action Plan adopted as a result of their participation to the Sustainable Food in Urban Communities URBACT network includes the realisation of a map indicating all available land in the city where food growing projects could be implemented. This map (see box below) is the emerging part of a long field process where the municipality worked at opening-up land opportunities. Houkje Hibma in charge of the realisation of the map spent a lot of time with stakeholders, checking vacant land opportunities, meeting private owners and neighbours, facilitating new initiatives, etc.

The same kind of map could be used to show vacant building potentially available for temporary use. Initiatives would address their demand of space and the municipality would use the map to help initiatives finding an appropriate place among the one that are available.

Urban Gardening Map
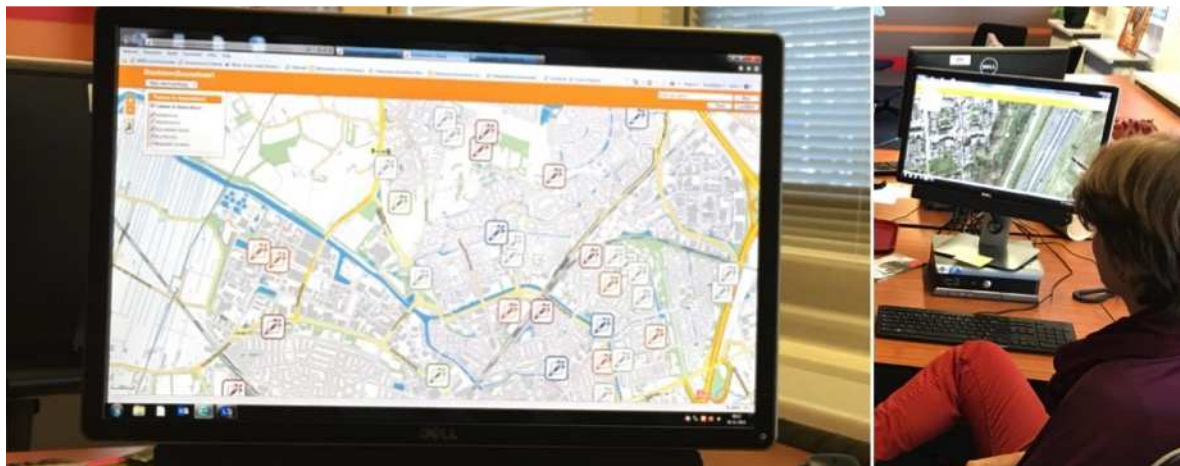
Urban Gardening Map ©Strategic Design Scenarios

The urban gardening map was realised in 2014 during the URBACT project *Sustainable Food in Urban Communities*. It is an instrument that now is being used to help new project promoters finding a location for initiative on urban gardening. The map is more meant to be an internal tool for the municipality: it presents all the suitable terrains identified by the municipality as suitable for growing food inside the city. The map is used to answer to citizens' demand and show them available places.

The spatial management plan for the city of Amersfoort describes a new way of managing the development of the city. "*We developed spatial planning by invitations,* says Arno Goossens from the urban planning department, *as a new way of working where we no longer make blueprints to direct the development of the city. We have 4 basic assumptions that are made for every development and next to that we described 9 main principles that can be selected to give the goals for a specific areal development*". De Nieuwe Stad (The New City), a recently refurbished former industrial building, is a good example of this approach and a great success for the city. The municipality did not take the lead but implemented this new way of working in cooperation with a local developer. Together they organised a participative stakeholder process to define the redevelopment of the old factory (see box below).

The principal aim of the development approach in De Nieuwe Stad is to reach a "permanent temporality". This oxymoron underlines how a temporary use approach could be used in order to reach a permanent and stable situation. In other words, the approach borrows from temporary use the bottom-up participative posture, the shift from a programmatic process of urban planning to a "letting go" to the stakeholders, a progressive evolution and definition of the redevelopment project. The final goal is not temporary use but to develop new experience and knowledge in managing legally, financially and politically the classical redevelopment of vacant sites.

De Nieuwe Stad

De Nieuwe Stad ©Strategic Design Scenarios

De Nieuwe Stad is a former toothpaste factory near the city centre and the Eem River. A project developer and the municipality has worked together to develop this location into a modern, vibrant, creative site with positive spin-off for the surrounding area. They use an organic way of development starting with "pizza meetings" with potential stakeholders to collectively build the 5 pillars of the project (including topics such as "Industrial poetry"; "18 hours economy"; "Sustainable innovation"; etc.). At the beginning spaces still vacant were given for temporary use. Now after 2 ½ years the

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spaces are nearly fully rented at market prince and temporary users had to find other locations. De Nieuwe Stad is seen by Amersfoort city as a successful case of new collaboration and new urban planning process half way between entrepreneurial, cultural and social benefit,

Temporary use is mentioned in different policy documents in which the preconditions for temporary use are formalised: e.g. the spatial management plan and the land policy plan. The municipality has made a new policy on real estate management in which temporary use of real estate and the related posture of the municipality are a main issue. For Els van Kooten from the Project development department: "the role of the city is only to start the network and to facilitate". This is exactly the approach adopted to engage the redevelopment of the Amersfoort Business District, an office building area near the central station suffering from important vacancy and a lifeless monofunctional development (see box below). The city is fostering again here a participative approach blending the "push" and the "pull" and learning to leave space for stakeholder initiative. "*Here I have to sit on my hands, says Arno Goossens, the municipality is part of the organizer of this network but it is not controlling the agenda*".

Amersfoort Business District

Amersfoort Business District ©Strategic Design Scenarios

The Amersfoort Business District is a new network of owners of office buildings (project developers, real estate managers, brokers, etc.) situated in the street between Central Station and the city centre. Many of these office buildings are empty, some of them since many years. The street is not an engaging entrance for visitors of Amersfoort (tourists, etc.). The Amersfoort Business District network wants to work at a more attractive street and new use of empty buildings. The final aim of this initiative is of course to fill these vacant places with permanent tenants but the group is considering also temporary use as a tool to reengage interest in this lifeless part of the city for instance at street level to experiment with possible pop-up shops, small businesses or services.


Temporary use as an asset for social change

The city of Amersfoort is experiencing severe budget cuts (10 % per year over a period of 6 years) on top of transfer of competences from national to municipal level. On the one hand community centres in the neighbourhood have been closed whereas, on the other hand, citizens demonstrate a strong dynamism and a willingness to engage in the life of the city. These citizens' initiatives are in need for places to settle and temporary use solutions are implemented to support them. They are a trade-of between the pressing necessity to value all public properties renting them at market price and the equally pressing necessity to support these bottom-up social initiatives in order to ensure the continuation of social services in the neighbourhood.

Het Klokhuis is one of these former community centres that have been closed by the municipality and reopened successfully by a group of engaged volunteers. Nevertheless, the equation is difficult to handle: Het Klokhuis is providing a series of social services such as a social restaurant or renting of meeting rooms and workspaces at socially accessible prices. But it also has to pay a rent to the municipality as well as to cover the housing costs, insurance etc. Altogether around 9 000 € monthly. Het Klokhuis is then a new form of community centre that instead of costing to the municipality, now even provides some incomes. The risk is to overload volunteers with too much expectations and increase precariousness of initiatives until they break down (see box below).

Het Klokhuis is not so to say a temporary use scheme unless we consider that the financial precariousness of the initiatives and the likelihood of getting bankrupt constitute de facto a form of temporality.

Het Klokhuis
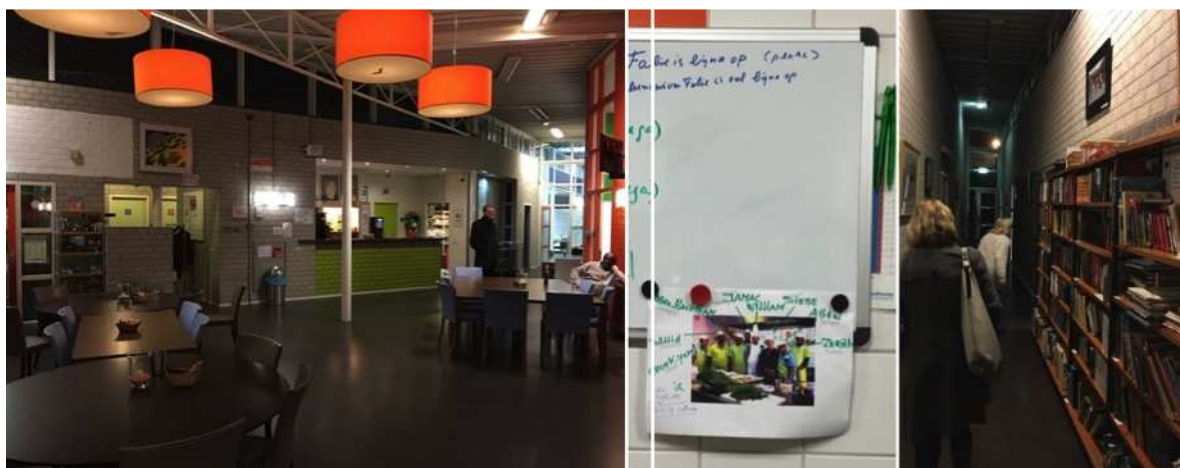
Het Klokhuis ©Strategic Design Scenarios

The location Het Klokhuis is a former community centre that is now run by inhabitants. The municipality had to close all community centres in Amersfoort because of budget cuts. This is a successful case. The inhabitants pay a reduced rent for using the building and offer a lot of activities for other inhabitants in this city district. Ans Mers, volunteer and manager of the place, is struggling to keep the initiative alive: a social restaurant serving 50 meals at 6 € at Wednesdays; renting the different spaces

at social price to cultural and educational associations; etc. She is to make money to pay the rent while still keeping a community centre providing accessible social services. The initiative is not a typical example of temporary use because there's no limit in time set for the preferential rent. Despite it is an example of how an initiative can be successfully run by inhabitants in a sustainable way, the precariousness of its financial situation make it de facto a temporary use initiative.

Kruiskamp Onderneemt! Is another example of citizen-based social centre settled in a former primary school of the district of Kruiskamp. The value creation model is similar to the one of Het Klokhuis: sub-renting working space and meeting rooms for cultural and social activities in the neighbourhood, no restaurant yet but a cafeteria. The pathway followed by the initiative and its current status in regard to the place they occupy is different. After a 2 years of arm wrestling with the municipality, Kruiskamp Onderneemt! Has obtained the offer to buy the place for a symbolic price of 1€ and a financial grant to refurbish it. Het Klokhuis pays monthly a preferential rent but as tenant only cares for the maintenance of interior space, Kruiskamp Onderneemt! is owning the building where it is located but as owner should take care of the complete maintenance (see box below)

Kruiskamp Onderneemt!

Kruiskamp Onderneemt! ©Strategic Design Scenarios

Kruiskamp Onderneemt! is a social entrepreneurship started by inhabitants and it is focussing at the city district Kruiskamp. The initiators interacted during a couple of years with the municipality to find a location for their initiative: they formed a group of local supporting initiatives, apply at first for a space that finally was sold to the developer. Then they were offered by the municipality a second place, a former school in very bad state to buy for a symbolic price. It was on the list to be demolished. They refused it and declare the initiative would stop. The municipality made a final offer including subsidies to refurbish the place and they accept it.

Kruiskamp Onderneemt! now offers working spaces for starting initiatives and rents collective spaces to cultural and social initiatives for the benefit of the neighbourhood. "*the endpoint is clear: we bought the place for 1 €,* says Jeroen Fikkers, one of the 2 initiators, *but the way to arrive there was long.*"

The comparison of Het Klokhuis and Kruiskamp Onderneemt! is difficult to make as processes followed by the 2 initiatives and contexts in which they both evolve are similar but different. It raises at least 2 issues:

1. From the side of the municipality, the access to temporary or permanent use of public owned buildings for social initiatives doesn't seem to follow a standard route. On the one hand, this may reveal a capacity of the municipality to consider each case individually. On the other hand it may also show a lack of equal treatment and transparency.
2. From the side of the initiatives, the posture of the initiators range between initiatives from charity to social entrepreneur with probably a different way to consider their value creation models, their social engagement and the ways they raise money to achieve it.

Temporary use as an asset for governance evolution

Amersfoort's city administration is engaged in a large and radical changing process of its governmental organisation and in particular in terms of 'Deregulation', of leaving space to experiment and of capacity to better collaborate with citizens. The city has been chosen for that as one of the key case studies for the URBACT II capitalization process '*Social Innovation in Cities'*[2].

The city administration change process was triggered by a series of flagship projects and issues of which one was relating to temporary use. The Weggeefwinkel and Weggeeftuin tuin are respectively a 'give-shop' and a community garden located in De Koppel district. Both are run by a group of activists and settle on a temporary use field and building owned by the city. A conflict occurs when the municipality decided to sell the land for the highest market price without considering the social benefits and citizens engagement that both initiatives represent in the neighbourhood (see box below).

The lessons learned of this painful clash helped building a political atmosphere in which citizen initiatives are being taken seriously. Since the end of 2014 a programme called 'Governmental development' in Amersfoort works explicitly on changing the governmental organisation to be better equipped for collaboration with other stakeholders in the city.

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[2] In-depth case study Amersfoort http://urbact.eu/sites/default/files/cs-03a_si-amersfoort-f4.pdf

Weggeefwinkel and Weggeeftuin

Weggeefwinkel and Weggeeftuin ©Strategic Design Scenarios

The Weggeefwinkel and Weggeeftuin tuin are in fact two initiatives in one location. It is a community garden and a 'give-shop'. Located in De Koppel area and surrounded with low income logging, the give-shop is not only a way to redistribute consumer goods but it is also a gathering place with a friendly atmosphere where both volunteers and beneficiaries have an opportunity to socialise. The nearby small garden is also mainly dedicated to socialization in the neighbourhood. Both projects use this location on a temporary bases. The initiators wanted to stay there after the period of temporary use had finished. They put pressure on the City Councillors and on the local media to strengthen their case. The City Council had found it very difficult to choose between selling the location to project developers or giving away the location to these initiatives. They finally choose to prolong the period of temporary use for three years. The organizers try to do their best to improve the social benefits of their initiatives (i.e. opening from 2 to 4 afternoons per week; developing their offers; improving the safety of the building; etc.) but still without a clear idea of what the city is expecting from them and what would favour a longer extension of their stay in the place.

Experiences with temporary use stimulate social innovation and governmental development. They emphasise and confirm the importance of "free range civil servants", such as city district managers. These civil servants go outside a lot and have good relationships with various stakeholders and signal what happens in the city and city districts. New initiatives get often in contact with district managers, because they function as 'the entrance' of the city hall.

These civil servants play a key role for the development of temporary use. They work as first level brokers in case of potential tensions or conflicts and make sure that informed feedback reaches the appropriate service of the city administration and Municipal Council. They also can play a role in watching real estate in the city and in mapping vacant opportunities.

In return temporary use experiences give these civil servants the opportunity to 'learn from the field', experience temporary users' views and approaches, inspire their own

development" programme is a good example of temporary use applied to the very public administration. The programme occupies a vacant meeting room of the City Hall in order to create a temporary space in line with the trend of public innovation and policy lab that are popping-up in order to foster innovation in public administration and stimulate citizens' engagement (see box below).

Free range civil servants and temporary office

Free range civil servants and temporary office ©Strategic Design Scenarios

The municipality of Amersfoort engaged in 2015 a large series of experimentations, projects and reforms to reinvent the way the city administration is collaborating with citizens. The vision proposed by the General Director is to encourage "free range civil servants" that instead of sitting at their desks would spend most of their time on the field collecting information, meeting the different stakeholders, listening to them, networking, etc. Anne de Feijter is one of these "free range civil servants". She's managing the municipality program of "governmental development" with citizens' engagement as one of the main goals. She has no personal desk anymore and settles in free desks available in the town hall. But since a couple of months she is squatting with her small team in a semi-vacant meeting room available in the City Hall. The room is regularly partly occupied as a stock for unused furniture but it is near the entrance and good to facilitate meetings with citizens and external stakeholders.

Opportunities and challenges for temporary use in Amersfoort

Temporary use transparency

The city of Amersfoort demonstrates an appetite and various experiences in temporary use. Still the municipality only acts 'on demand' and does not have a coherent policy and strategy to actively stimulate temporary use. It is working on it and in particular on improving the transparency of municipal decision and equal treatment between initiatives. *"We should be very clear and transparent about the time limit, in order to avoid any deception"* says Vice-Mayor Bertien Houwing responsible for Governmental development, Participation & Communication. She

refers to a successful experience of temporary use of a former library who was ten transformed into a temporary bike repair shop.

It doesn't mean that participants who organised the initiative did not feel disappointed when the temporary use finished. But this shows that with transparent decisions and clear responsible management from all sides, temporary use is not a political time-bomb and can become a normal practice for the municipality.

Former library: pop-up bicycle repair shop

Former library: pop-up bicycle repair shop ©https://maatwerkrecycling.wordpress.com

Since last year the municipality has not only used residents as housekeepers for vacant properties but also social initiatives themselves are used as housekeepers. An example of this is a bicycle workplace. For a couple of months, this took place in a library that was for sale. When this building was sold, the initiative left without problems. Problems start usually when the period of temporary use becomes much longer then initially foreseen. Initiatives invest in the building and the neighbourhood and get attached to the place. Then it becomes more difficult to go somewhere else.

An assessment tool in discussion

Following the different experiences of temporary use, the city administration is confronted to the difficulty to assess the social value of an initiative against the economic value of the real estate occupied. The department of Project development and of Urban planning started to search for a way to measure social impacts of initiatives. The expectation is to come up with a set of criteria to take into account when the city wants to rent or buy property or land involved in temporary use.

Decision matrix and assessment criteria
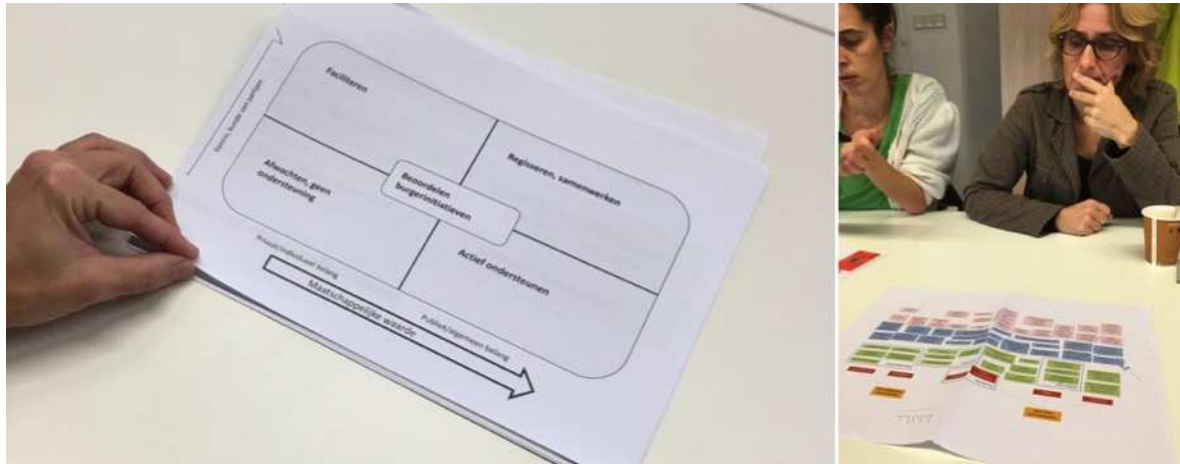
Decision matrix and assessment criteria ©Strategic Design Scenarios

Next to this "spatial planning by invitations" the city administration is working on a decision tool likely to measure or at least facilitate the assessment of social value of an initiative against the economic value of the temporary used space. The value of the city is based on the policy goals agreed for a period of 4 years by the Municipal Council in the financial program.

They proposed a matrix combining vertically the capacity of the initiative with horizontally its value for the city. The matrix describes then different roles the municipality should take in area development (i.e. facilitating, directing or managing). They also come-up with a form of decision tree describing issues (in green), related goals (in blue) and potential indicators (in pink). This work is going on to try to operationalize the tool and test it.

This tentative tool is being discussed. The Municipal Council questions the possibilities to assess social value in monetary terms. For Vice Mayor Bertien Houwing: *"you cannot assess social value in money. Only the opposite is possible: assign finance to social activities you collectively decide to have"*.

The risk is to reduce complexity to a spread sheet instead of installing an informed discussion between all stakeholders. The work made so far is based on a decision tree. It is for sure a valuable attempt to unpack and question indirect benefits of an initiative. For Hans Buijtelaar, Vice-Mayor responsible for Real estate *"it's when the initiatives are asked to justify themselves that they begin to think about their value and formulate it"*. The decision tree should certainly be developed into a "discussion tree" aiming at informing and supporting the strategic conversation between the stakeholders involved in deciding about a case of temporary use.

An Urban Experimentation Zone

Temporary use in Amersfoort shows a large pallet of practices, experimentations and open questions for policy making. In a context of radical change in the way public administration is collaborating with citizens, the development of temporary use is part of what makes the city an "urban experimentation zone". The idea of "urban

experimentation zone" comes from De War, a multi-facetted initiative settle in a former industrial building near the city centre and the river Eem, in the same neighbourhood as De Nieuwe Stad. The place triggers debate for its highly controversial nature: high-level experimentation third place; advanced mix of science, art and business initiatives; internationally famous example of informal Fablab and integrated research; a radical case of temporary use on a very valuable land in the city centre; etc. (see box below).

De War initiators Diana Wildschut and Harmen Zijp and all the De War participants occupied the place since 13 years now with the risk from the beginning of having to leave on a 3 months' notice. This experience forced them to question the concept of temporary use (i.e. can we consider vacant urban spaces as commons? What are the advantages of temporary use and how it shapes an initiative more flexible and adaptative? etc.). They are both a challenge and a resource for Amersfoort city to experiment forward and rethink temporary use.

De War, Urban Experimentation Zone
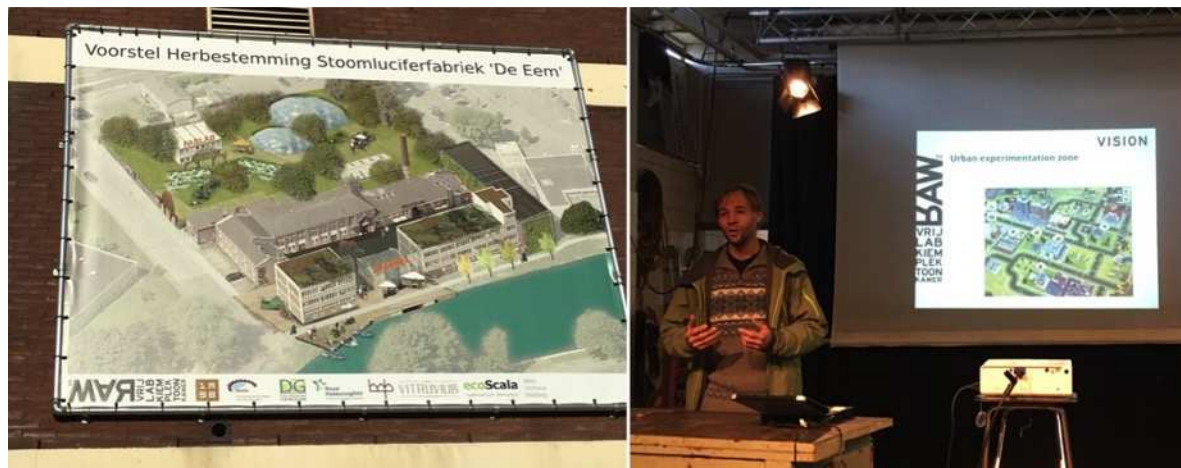
De War ©Strategic Design Scenarios

De War is a bottom-up initiative in a former industrial building initially hosting a paint factory. It offers a large and incredible variety of activities: a fake 'university of Amersfoort' challenging the city that is lacking of a university pole, a science museum set by a group of artists as a labyrinth-like trip in the history of science, a self-construction project to favour the reintegration of psychotic patients in autonomous life; a Fablab exchanging services with in-kind contributions to expand the lab; a researcher investigating nitrogen segregation by water lentils; a regional food collective; urban agricultural activities as bee keeping and mushroom growing on coffee grounds, working spaces for creative and artistic starting projects; cultural festivals and performances; etc.

De War wants to buy the property and has organised a successful crowd funding.

The municipality is searching for a way to measure the social and cultural value of this initiative. De War could be the first project to try out a new decision tool for valuing local initiatives.

Approach and composition of the URBACT Support Group

During the city visit a pre-kick-off meeting of Amersfoort's URBACT Support Group was hosted at Het Klokhuis former community centre. 8 participants were present including Amersfoort's ULG coordinator, initiatives involved in temporary use of municipal properties (De War; Het Klokhuis), expert (Forum for architecture and urban planning), an elected member of the City Council and civil servants (Department of Urban planning, of Project development (sells/rents estate) and of Governmental development). The REFILL project was presented followed by a round of in-depth introductions from each stakeholder presenting their activities, motivations and expectations for taking part to REFILL ULG.

Amersfoort final ULG should involve:

- Marc van Leent: coordinator ULG

A) Initiatives that have municipal property/land in temporary use or have plans for new initiatives in municipal property De Witte Vlinder – Jeroen Fikkers

- De War – Harmen Zijp and Diana Wildschut
- De Nieuwe Sleutel - Ank
- Boerderij Nieuwland – Peter Rook and Wim de Haan
- Het Ketelhuis – Lia Bouma
- Het Middelpunt – Alevitische gemeenschap
- Het Klokhuis – Ans Mers
- Wagenwerkplaats – Duurzaam Soesterkwartier
- Stichting tijdelijk wonen – Piet Smeijer

B) Initiatives that have property of others in temporary use:

- Peer! Seats2meet location – Sandra Barth
- Discover Seats2meet location – Tianne Woudenberg
- Pop up restaurant 033 – Joost Ooosterhof

C) Real estate and project developers

- De Nieuwe Stad – Lara Simons
- Matz beheer – Pieter de Man
- De Alliantie – Mano Otten of jan vv.d. Berg
- Stadsherstel – Bob van Ree
- Fris – Marc Poelman
- Axa

D) Forum for architecture and urban planning FASadE in Amersfoort – Johanna van der Werff

E) Civil servants: district managers, colleague that deals with 'social infrastructure' of the social department and colleague that deals with the transformation of empty office buildings.

F) City leaders:

- vice-mayor Hans Buijtelaar of Real estate
- vice-mayor Bertien Houwing of Governmental Development
- vice-mayor Yvonne Kemmerling of Urban Planning

H) Divers

- Pop up pallets – Egbert van Driest
- Matchpoint – Saskia van Dijk
- De levende stad – Elma van Beek

Initial focus of the Integrated Action Plan

Our Local Action Plan should contain a strategy or clear policy lines on TU. We see TU as a mean to: 1) contribute to social innovation and changing local governance in general; 2) deal with the empty spaces in our city and; 3) stimulate social entrepreneurship and citizen initiatives in Amersfoort 4) stimulate area development.

Our LAP should contain a set of criteria for the municipality to use in cases of usage of property/land to initiatives.

Our LAP should contain actions of the municipality AND actions of initiatives/organisations/companies in Amersfoort. It should be a joint action plan.

Our LAP should be produced in a joint process with Local Support Group members in a safe environment in which we can learn from good AND bad examples. This contributes to becoming a learning organisation.

II.   ATHENS' PROFILE (GREECE)

Main characteristics of the town

The city of Athens is one of the oldest cities in the world with a recorded history dating from c. 1400 BC. The capital and largest city of Greece and the southernmost capital on the European mainland, Athens is located in the southern part of the region of Attica. The Athens Larger Urban Zone (LUZ) is according to EUROSTAT the 7th most populous LUZ in the EU with nearly half of the Greek population living there (more than 4 millions), and one of the most densely populated areas in Europe (1 540 inhabitants/km2). The municipality of Athens with approximately 750 000 inhabitants and a land area of 39 km2 is one of the most built up areas in Europe, enlisted among the top-ten most densely populated cities of our continent (population density being nearly 20 000 people per km2).

Athens is a major regional transport hub for air traffic, rail, roads and boats. The municipality of Athens has been de-industrialized as most European cities and services (governmental agencies, banks, tourism, retail, education etc.) are the dominant activity. It is a city of numerous excellent institutions of higher education, a major centre of archaeological research, a world-renowned tourist centre of prime international significance for its wealth of culture including: ancient monuments, world-class museums, large contemporary exhibition spaces, art galleries, numerous cultural events.

The consequences of the financial meltdown in Greece in 2010 are vast and are increasing day by day. With the average unemployment rate averaging 25% in 2015 (the highest in the EU) and the drop in the average gross income in Greece by more than 30% since 2009 there is an increasingly large number of poor individuals and homeless persons on the streets.

It is estimated that more than 1.1 million of immigrants are living in Greece and half of them in the metropolitan area of Athens. The latest developments in Syria have brought thousands of Syrian refugees to Athens.

Main characteristics in terms of temporary use practice

5.5% of the surface of the city centre concerns empty plots. There are only a very few industrial complexes that are not being re-used. But since 2008, the crisis in the economy has hit the city hard, its centre most of all. 383 buildings were documented as abandoned (partly or as a whole) in a study from 2011 on derelict buildings in the municipality of Athens. According to the municipal police in 2013, 16 buildings (almost all of them belong to the public sector) are squatted. Most of the derelict or squatted buildings consider the areas of Psiri, Metaxourgeio, Kerameikos and Vathis Square. Some of the derelict buildings are used as shelters for the homeless – these

are estimated to be 1 700 in the municipality of Athens. The latest developments in Syria have brought thousands of Syrian refugees to Athens.

The economic crisis and the disruption of the social web have become increasingly more severe and lead to urban decay. The younger generation, who benefited from the positive aspects of globalization, is now facing the harsh aspects of the global economic turndown, a plummeting standard of living and severely limited professional opportunities.

These events are shaping particular dynamics in the city. Through the current social and economic crisis, conditions are being created that bring to the forefront new ways of viewing the role of the citizen, far removed from professional opportunism and the standards of well-being of the previous decade.

Grassroots communities, political thinkers, architectures, citizens and artists with a need to shape another way of attending the decay of the urban environment were the first initiators. Gradually, the Municipality of Athens started to participate as a facilitator in certain projects. It is trying to unlock empty buildings and initiate temporary use projects to support the social initiatives with accessible spaces to meet and organise their activities.

Concerning empty plots, similar temporary use approaches are developed. For example in the context of URBACT *Sustainable Food in Urban Communities* network the use of empty plots within schools for growing vegetables is now being expanded through the Food Policy Instrument that has been launched in the City of Athens.

Many of these innovative ideas have been included in the Integrated Plan for the City of Athens (carried out by the University of Thessaly on the basis of a wider consultation process) which led to the ITI strategy for the 2014-2020 period and includes measures related to temporary use.

Temporary use as an asset for neighbourhood revitalisation

Despite the large quantity of vacant spaces in Athens, temporary use is an emerging practice. The crisis of 2008 both accelerated the vacancy of urban space phenomenon and increased the demand from economically weak actors to access cheap spaces. It raised awareness on the opportunity of temporary use processes but it is still new and both public administration and civil society need to familiarize with the concept.

The occupation of the Navarinou area for instance is often associated with illicit squatting and anarchist practices that characterise the Exarcheia neighbourhood. The engagement of the population leaving nearby to protest against the creation of a car park on a vacant plot in this very mineral area of Athens resulted into the creation of a green area with trees, vegetable plot, children playground and equipment for neighbourhood gathering, all by the people living around. The very

fact that this plot is now referred as the "Navarinou Park" acknowledges the effective bottom-up achievement: a valuable public park has been created and is self-maintained by the local inhabitants. Despite it has not being officially recognized the status quo with the city administration made it de facto a form of positive occupation of the public space closed to temporary use (see box below).

Navarinou Park, Exarcheia

Navarinou Park ©Strategic Design Scenarios

Navarinou Park started as a temporary intervention-protest against the plans to build a car parking space on vacant plot between buildings in the Exarcheia neighbourhood. The inhabitants around began to plant the plot in order to show their disagreement in a constructive way and suggested that this very mineral part of the city would highly benefit from a green area. Thank to the Athens' climate trees have rapidly grown. A part of the land has been turned into a community garden where volunteer gardeners around are growing vegetables. A self-made playground for children has been created with recuperated materials in one angle. A container allows keeping chairs and tables to organise neighbourhood gatherings. In front of the determination of the population and of the positive effect of self-creation of a public green area the situation of the Navarinou is stable so far.

The Athens' Biennale of contemporary art opens a practice of temporary use both as a practice to find spaces to host events and exhibitions but also as a topic of investigation for the invited artists. This focus on temporary use as a general artistic concept provides the occasion to investigate concretely and raise awareness on the possibilities of temporary use in the area of Omonia where the Biennale takes place. "Unoccupied Buildings" for instance, the work of Fanis Kafantaris an architect taking part to the biennale consists in a collective investigation of the empty building in the neighbourhood, in the realisation of a map showing the potential of vacant and partially vacant buildings and in the development of a projective exercise imagining what kind of alternative economy may develop in long-term unoccupied buildings.

The choice of the Biennale to settle in vacant buildings intends to draw attention to all the historical heritage embedded in these forgotten building, to rediscover the landscape of the neighbourhood, to unpack untold stories, to question the fascination for "ghost building" and "ruin pornography", etc.

The Biennale process doesn't represent an official policy of the city administration yet but it surely contributes the popularisation and dissemination of the practice of temporary use (see box below)

Documenta 14 at Bageion hotel

Documenta 14 ©Strategic Design Scenarios

The four-storey building of the former hotel Bageion, an excellent example of Athenian urban architecture, dates back to the late 19th century. The Athens Biennale 2015-2017 uses the empty building as a performance and working space.

The next edition of the Athens Biennale will be symbolically entitled "Omonoia" (Concord). It has launched its activities in October 2015 and, in contrast to the typical model of a Biennale, will run through two years and peak in June 2017 with the opening of Documenta 14. The Bageion hotel and possibly more vacant spaces in the area will be temporary used to host Documenta exhibitions, events and workshops.

The experience of Traces of Commerce finally shows a proper example of temporary use for neighbourhood revitalisation. Traces of Commerce initiatives focused the many shopping arcades typical of Athens. Most of them are closed and deserted nowadays and they represent opportunities for temporary use. The core idea of the initiative is to build on the "traces" of the former commerce of the city (small shops in arcades) to pilot and test new emerging form of commercial business. An accurately designed communication operation with an installation of old commercial light-boxes to highlight the arcade, selection of skilful entrepreneurs to settle in the shops, organisation of a program of public events and workshops for the 8 months of the operation, high use of social media, publication of a retrospective book, etc.

Two editions of Traces of Commerce have been already done. The success leads the organizers to programme a third edition, in collaboration with the Athens development Agency. The Agency will help Traces of Commerce to work both as an incubator coaching the emergence of new businesses and as a revitalisation process of abandoned public commercial spaces in Athens.

Traces of Commerce

Traces of Commerce ©Traces of Commerce

Gallery of Merchants (Stoa Emporon) is a vacant shopping passage in the city centre. The initiative Traces of Commerce is a participative project aiming at the revitalization of the abandoned arcade and its empty shops through synergies between forms of creative economy, local governance and public organizations. The Traces of Commence team supported by the Athens Development Agency and synAthina platform issued an open call to young entrepreneurs willing to experience their activities into one of the shops of the passage. They receive more than 300 applications from which they select twice 12. Among them a fablab, a hat designer, a fanzine editors, a flower shop, etc. were hosted for periods of 8 months in the shops, demonstrate their activities, organize workshops and talks with the population of the area. Traces of Commerce as an event had large success and attracted many visitors. After the period of experimentation, 2 of the participants opened permanent shops to develop their commercial activities in other areas in Athens.

Temporary use as an asset for social change

Athens has been through severe turmoil in the past years and this led to an increase in citizens' involvement in neighbourhoods and activities throughout the city. From activities for the use of public space, to provisional solutions for the homeless and the unemployed, a wide range of initiatives emerged in several different urban fields. These grassroots dynamics reacting to the economic and social crisis encouraged Amalia Zepou, then a social activist and documentary maker, and now deputy mayor, to propose to the municipality the project to build a platform to encourage and facilitate these positive social dynamics. The Municipality in severe financial

difficulties could very much benefit from these dynamics to increase the collective resilience of the social fabric but it had no way to connect and articulate with these citizens' communities. The Mayor approved the project and in July 2013, the synAthina platform was set-up. A first version of the website is working as a map and calendar simply showing the many initiatives popping-up in all Athens. The success of the platform encourages the synAthina team to compete for the Bloomberg Mayor Challenge. As finalist in April 2014 the team benefited from the training and cross-fertilization program with other finalists organized by the Bloomberg Challenge. After an intense period of improvement of synAthina, Athens was awarded in September 2014 with a winner price of 1 million Euros to develop the platform over a period of 3 years.

Currently more than 1 200 initiatives are mapped on the synAthina website. 200 groups – whether it is a small number of citizens, a collective, a structured NGO, etc. – are registered on the platform as recognised organizers of these initiatives (see box below).

SynAthina web platform
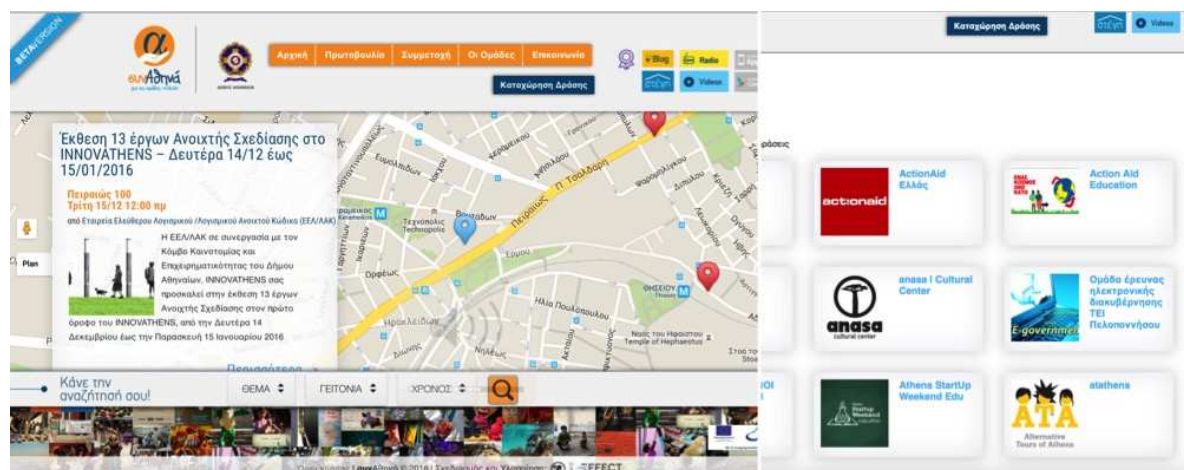
Synathina ©synAthina

The synAthina network is organised through a web platform. Activities of the coming days are immediately accessible on a map of the city. The groups organizing them have each a page of presentation with the complete calendar of their activities. When new groups apply to be on the platform, synAthina team meet them and check that their activities are aligned with the core idea of the platform. When accepted they are left free to manage their page and schedule their activities. SynAthina webmaster and communication officer work full time to animate the community, post news, put forward actions and open call on the platform blog. A Facebook page is focussed on the life of the synAthina community. Twitter account oriented to international projects, LinkedIn for calls publication and Instagram for picture sharing. An opportunity for a radio show (curated solely by the groups and NGOs) in the municipal radio was also provided and mobile apps in development.

In parallel to the development of the online synAthina platform, in autumn 2013 the synAthina Kiosk was open. The idea of a Kiosk emerged as an instantiation of the synAthina, a place in the middle of Athens to give visibility to the platform's activities. The synAthina team proposed to refurbish the former Kiosk of the city build for the Olympic Games in front of the Central Food Market and abandoned since then. The municipality gave its agreement for a temporary use of this public place. Since then the Kiosk has been cleaned and refurbished to be used as community gathering place. The space is consisting only of two rooms but it is for many aspects an important experimentation for synAthina: it's a temporary use of a public space self-managed by the community; it inaugurate in Athens a rotation use by synAthina groups to organise their activities; it's a public space that is accessible outside administration hours and with a simple online booking on the synAthina platform without filling an administrative form in advance (see box below).

SynAthina Kiosk

SynAthina Kiosk ©Strategic Design Scenarios

The abandoned municipal kiosk in front of the Athens' Central Market has been transformed into synAthina kiosk rooting the social innovation network into this symbolic and central location in the city. The transformation was proposed by *Imagine the City* network of architectures and was carried out by an innovative synergy between the private sector, municipal services and independent architects. The Kiosk is small and offers only relatively small spaces but its central location in the city and the square space available around make it an interesting place for gathering and organisation of events. Whereas most public spaces have fixed opening and closing hours and require paperwork each time to apply for using them, the kiosk is the first municipal space in Athens left to the management by it's users: initiatives and NGOs willing to use the kiosk for their activities just need to book it online in advance, pick-up the keys at the Municipal Office nearby and return them after they clean-up the place.

The positive experience of the Kiosk and the increased activity of synAthina's initiatives signify even more the importance to address legal processes,

administrative issues and infrastructure needs regarding the reuse of vacant buildings in Athens. For the moment the demand of available spaces to organize activities has not explicitly emerged but for sure it will come up as an issue. SynAthina is developing the second version of its online platform and thinks to include in a way or another a service oriented to the facilitation of temporary use.

The Akalyptos 2.0 action referred on the synAthina platform is an example of initiative oriented to place making. Akalyptos 2.0 is a call for project between citizen living in the same street block: owners of backyards and internal gardens willing to pool them together and to organize a collective space (i.e. community garden; shaded terrace; neighbourhood place; etc.) could apply and get financial support and advice for realizing it. Despite it is not temporary use, Akalyptos 2.0 could be mentioned as a promising attempt to unlock spaces in Athens for collective use and following a collaborative process (see box below).

Akalyptos 2.0

Akalyptos 2.0 ©Strategic Design Scenarios

The "Akalyptos 2.0" initiative finances plans for empty plots between buildings. The call opened to citizens on the synAthina platform proposed to owners of small back gardens, backyards and any kind of pieces of land between the buildings of a street block to meet and discuss what they could do if they pooled these different pieces of land together. If they agreed for instance to turn down the separation wall between their different pieces of land in order to make a community garden, a small internal park or a collective terrace, they can proposed their ideas to the Akalyptos 2.0 call and get a subsidy and a support from an architect to develop it.

Temporary use as an asset for governance evolution

No clear legal framework has been developed for temporary use yet. Temporary use projects are developed on a case-to-case basis. They sometimes are tolerated and confine to illegal squat as the Green Park. In that case the Regional administration is

closing eyes on a "positive occupation" focussed on refugees of a former café along the Pedion tou Areos park in the Kypseli area (see box below).

The development of new policies around the temporary use would encourage inter-sectorial collaboration, support urban creativity and track the innovative solutions, which can update public regulations.

Green Park

Green park ©Strategic Design Scenarios

Green Park is the name of a former café on the border of the large Pedion tou Areos park in the Kypseli area. The park has been neglected and partially refurbished but is still in bad conditions. The Green Park café is closed. The Kypseli area and the park represent a key point for the waves of immigrants passing in Athens. The café is right in the middle of the park where refugees in transit find place to sleep and survive and the station where they hope to take a train for another part of Europe. In summer 2015 a group of activist break into the Green Park café and tried to open-up the place for the refugees. Since then the café is a squat where the group of activists organises meetings, debates and artistic events focused on refugees. The place is the property of the Attica region that so far tolerated the Green Park squat.

The Municipality created with synAthina a special mechanism to collect the large input of recent citizens' activities. The intention is to confront social problems connected to the financial crisis Athens is facing through innovative solutions.

In 2015, the Mayor of Athens introduced the position of the Vice Mayor for Civil Society and Municipality Decentralization. The new Vice Mayor, Amalia Zepou is responsible for the seven City Districts, the Office of Social Innovation, the Department of Health and Solidarity and the implementation of synAthina program.

The project of the Kypseli market is a promising example of governance changes in the way to manage temporary use places. The former food market was closed and is now nearly renovated through the intervention of structural funds from Europe.

Through the intervention of Vice Mayor for Civil Society and Municipality Decentralization, the synAthina and the Traces of Commerce teams, a public consultation has been organised in order to let the citizens propose creative initiatives to reinvent the Kypseli market. In May 2015 during a whole Saturday, 20 artists were moderating this consultation collecting ideas from the population living nearby; showing an exhibition with stimulating examples from other European cities of alternative use of markets; installing all the 470 ideas collected into a large map of the market drawn on the ground. The very enthusiastic results obtained echoed the model of the synAthina Kiosk hosting many initiatives: in order to fit all the collected ideas in the market place, a system of rotation temporary use will be set. In order to keep the citizens' momentum activities should already start before the end of the renovation process and anticipate the official opening of the place (see box below).

These recent changes can be seen as an innovative approach leading to a different method regarding decision-making processes on various environmental, social and economic issues in Athen's city administration.

Kypseli Market

Kypseli Market ©Strategic Design Scenarios

The former food market in Kypseli progressively lost frequentation when the all neighbourhood downgraded and inhabitants leaved for other more attractive places before the crisis. More shops closed and the market turned into a squat. The municipality decided to close it triggering protests. It applied for European funds to refurbish the market. After two years now, renovation works are nearly finished. In May 2015 a public consultation was organized in order to open-up the market for bottom-up initiatives and to make it a neighbourhood-gathering place. The renovated building will accommodate mixed uses (municipal services, private companies and civil society groups) under a collective self-management model that will ensure its economic viability. This process was conducted as a conclusion of the 470 proposals submitted during the consultation. The Municipality will issue a call in June 2016 to select a social enterprise to manage a mix of social, cultural and business activities in the market. The shops and basement spaces will be given for

rotating temporary use to local initiatives and projects. The intention is also to find a sponsor such as a cultural foundation likely to settle in one of the spaces and to help to reach financial balance of the model.

Opportunities and challenges for temporary use in Athens

Social innovation-lead temporary use

Athens has a recent experience with temporary use. Starting from scratch allows to develop and to follow a proper and original approach. The most striking element of reaction to the crisis in Athens is the booming of citizens' led dynamics. The synAthina initiative emerges as a promising practice to capture, reinforce and synergise these dynamics. In this context temporary use comes then as an instantiation of these citizens' dynamics. The synAthina Kiosk is emblematic of this process: the development of a physical place answers the necessity to make the synAthina online network and diffused activities more tangible to people. The choice of a tiny space but in the highly symbolic and central place in front of the Food Central Market in Athens is a way to provide a tangible evidence of the immaterial activity: what service design calls a 'touch point' of the service.

From this situation, the Kiosk developed its own model of temporary use defined before as "permanent rotation of temporary use" of the place by the different initiatives needing a space to develop their activities. The model of the kiosk is likely to expand, as part of the synAthina's activities will need to find more spaces to take actions, organise activities or settle in physical locations.

Temporary use is developing as a demand from the social innovation dynamic developed by synAthina. Whereas in most other cities of the REFILL network temporary use tends to trigger the development of social and cultural initiatives, in Athens the opposite process seems to happen: a social innovation led temporary use seems to emerge and should be included as a new functionality of the synAthina platform.

Building an original experience in temporary use

One more aspect of temporary use developing as a consequence of a social innovation processes supported by the synAthina platform is that initiatives are highly connected. In most of the cities of the REFILL network, temporary use cases hardly know each other. They follow parallel tracks, face similar problems but haven't often met. In Athens, the first temporary use initiatives emerged all from the synAthina process or are at least connected between each other through it. This connectivity gives the opportunity to learn from previous experiences, to build on successful practices and develop an original path in terms of temporary use.

The experience of the synAthina kiosk brought the idea of materializing the platform activities embedding them into physical place. It also demonstrates a new practice

of "permanent rotation of temporary use" of a place shared between the different initiatives.

The Traces of Commerce experience shows the potential of a business incubator immersed in real life, where temporary use of abandoned shops allows young entrepreneurs to test the commercial potential of their activities.

As a third experience of temporary use, the Kypseli Market builds on the lessons learned from the synAthina Kiosk and Traces of Commerce and pushing the experimentation of this developing temporary use practice one step further. The challenge of the Kypseli market hall will be to try to embody the synAthina dynamic and activities in a neighbourhood this time and the model of temporary use by rotation will be applied for a much larger space as the kiosk. The Kypseli market experience will also aim at incubating new entrepreneurial activities. But it will focus less commercial shops as for the two first editions of Traces of Commerce to experiment more self-standing social entrepreneurship activities adapted to the Kypseli neighbourhood.

The Kypseli experience will be progressively diffused across the whole synAthina platform and further inspire and develop new experimentations related to temporary use practices.

Open source renovation

The practice of temporary use in Athens is led by the development of the social innovation movement. The synAthina's stakeholders are therefore showing an important sensitivity to how the temporary used places should facilitate the different social initiative and in particular how refurbishment can be both an enabler and an obstacle. The two examples of the synAthina Kiosk and of Traces of Commerce show particular attention to focus on inspiring places likely to catalyse citizens' participation. The "soft refurbishment" carried out in both cases put emphasis on accessibility, open spaces, interface between the inside and the outside, etc.

In the case of the Kypseli Market the refurbishment was engaged before the launch of synAthina when applying for structural European fund. Therefore the renovation project did not take into account the intention of transforming the former food market into a social innovation platform for the neighbourhood. The new space is beautiful. The large covered area opening on both ends will be an ideal gathering place for the neighbourhood. For some other aspects the decisions taken (i.e. reconfiguration of the shops opening only on the inner space; reflective window glasses preventing to see from outside what is taking place inside; etc.) are likely to be an obstacle to the social exchange and neighbourhood engagement.

From these three experiences could emerge guidelines for a renovation processes that would enable social innovation and not limit it, that are flexible because they are not finished and that are likely to adapt and develop with the social dynamics

that would take place in the building. Such a renovation process could be qualified as an "open source renovation" in the sense that the renovation project remains open to new stakeholders' initiatives. What correspond to the code source – the meaning and functionalities of the renovation project – are not predetermined and controlled by the public administration vision of the renovation. In concrete terms, an "open source renovation" should be led as much as possible by the stakeholders involved. It should leave them flexibility and determine as less as possible the way the building will be used. When stakeholders' co-design process is not able to decide in advance for one solution or another, the renovation project should respect their non-determination and not make choices for them. The finishing of the building should be left to the initiatives and possibly some of the renovation budget should remain available for deciding the finishing after the temporary use of the building has started and temporary users can recognize what is really supportive for them.

Approach and composition of the URBACT Local Group

The Athens URBACT Local Support Group will be set up as a new group and will be formed on the basis of an open structure. Forming a sub-group especially focused on the creative sector will be considered as a possibility. There will be no open call, but through different ways: announcements, presentations at events or conferences, press releases. The main goal is to build a local network on TU and share results and insights between different stakeholders with a focus on buildings that belong to the public sector. Furthermore it is expected that the LSG will involve representatives of organizations and civil society representatives the city administration already has partnerships with, but also bring in harder to reach groups:

Athens' ULG will consist in:

Public Sector

- Municipality of Athens:

    - Advisor to the Mayor
    - Public officer from the Law Department of Municipality of Athens

    - Public officer from the Department of Municipality of Athens

    - synAthina team members

    - ADMA, Department of Social Innovation

    - Political representative, one of the 7 District Councils

    - Vice Mayor for City Planning and Building Department
    - Vice Mayor for Civil Society and Municipal Decentralization
- Region of Attica:

- o   Managing Authority of the Region of Attica

- Ministry of Labour and Social Security, Department for the real estate property of Public Insurance Funds

- URBACT National Contact Point

Entrepreneurs working in the field of creative industry, members of community groups and bottom-up initiatives

- Traces of Commerce

- Akalyptos 2.0

- Green Park (art squat / grassroots movement)

- Representatives of Athenian start-up scene

- Representatives of designers and creatives
- NGO working on immigration

- Romantso-Bios
- Bloggers

Representatives of cultural and business associations

- Technical Chamber of Greece

- Athens Traders Association

- Snehta Residency (art organization)

- Athens Biennale (art organization)

- ULI Greece - Urban Land Institute

- Hellenic Property Federation

Academic Community (Architecture; Urban Planning)

- National Technical University of Athens

- Art School of Athens

Initial focus of the Integrated Action Plan

The city of Athens has already developed a communication and networking strategy that brings together public officers, civil society actors and entrepreneurs through synAthina digital platform and its off-line experience of matchmaking initiatives with possible supporters.

The continuous fiscal and social turmoil gave the opportunity to a series of actors from the creative industry and the alternative economy to emerge and formulate a rather solid presence in the Athenian cultural and social landscape. In the same time, many public or private real estate programs are being stalled due to budget cuts and thus many urban spaces remain inactive for several months or years.

Our main objective should be the development of a more structured -both as the legal framework and as an everyday procedure- process that will connect these creative actors (artists, young designers, alternative entrepreneurs) with grassroots initiatives, the private sector and the city administration.

The main question is how we can capitalise the "synAthina experience" in order to develop an action plan that will support and promote the TU from creative actors as a form of transitional phase and an alternative solution for empty spaces in the city of Athens.

III.   BREMEN'S PROFILE (GERMANY)

Main characteristics of the town

Bremen is one of Gemany's three city states (along with Berlin and Hamburg). It scrapes in as Germany's 10th largest city, but feels quite the contrary, offering a relaxed, unhurried lifestyle.

Bremen is known for its fairy-tale character, unique expressionist quarter and one of Germany's most famous football teams. The free Hanseatic City has a long tradition as a trade and industrial location. It has a strategic importance as Bremen and Bremerhaven have the second largest port in Germany. Bremen has been undergoing structural change since the 80s: Shipyards closed, the old port had been torn down. For a 'harbour city', the loss of its most important industry was a serious blow. Today, Bremen is one of Europe's leaders in science and technology, home to Airbus' Defence and Space headquarters and a major Mercedes Benz plant. Nevertheless Bremen has the highest debt per person of all German federal states, the unemployment rate is around 10%.

After a shrinking period in the 90s the number of inhabitants – 551 000 inhabitants in January 2015 – is on the level of 1990 again.

With more than 20 000 students it is a large university town, but Bremen is facing an aging populating. Bremen attracts students during their years of study, but they usually leave the city after their graduation. The (sub)cultural life in Bremen is very vibrant.

In Bremen the centre-left Social Democratic Party (SPD) has been the strongest political party since 1945. Bremen has been governed by a coalition of the SPD and the Green Party since 2007. In 1979 Bremen was the first to elect Green Party candidates to its state parliament, unwittingly becoming the cradle of a Green movement.

Main characteristics in terms of temporary use practice

The structural change from the industrial towards the service sector and the change of consume behaviour are reflected in vacancy: the 'vacancy detector', an independent database by public users shows more than 750 abandoned spaces. The range of vacant spaces is very wide: empty stores, commercial buildings, industrial plants, military barracks, brownfields etc.

Till the beginning of the 90s vacancies could immediately reused with similar uses. Afterwards, this old strategy didn't work any longer. In regard to the financial situation, Bremen was seeking for new approaches and testing new tools.

In 2006, the city set up a temporary use agency and outsourced it to a group of architect and urban planner activists. They create the ZwischenZeitZentrale Bremen, ZZZ to wake-up snoring buildings and spaces. ZZZ is meant to work as an in-between agency, which supports projects in close collaboration with representatives of the administration and municipal undertakings. In the steering group four departments of the municipality are represented, this underlines its great concern of the temporary use issue (see bow below).

ZZZ - ZwischenZeitZentrale Bremen

Newspaper article on ZZZ ©ZwischenZeitZentrale

The ZZZ is a temporary use agency that works as an intermediate organisation between users, owners and the administration. It supports and initiates temporary use projects. It was established through a first call to set up a temporary use agency in the Überseestadt (former harbour site of Bremen) in 2007. The call was attributed to BPW Baumgart Partner, an established Bremen based planning office. This first temporary use agency was called "Landlotsen". The Bremen municipality issued a 2nd call to set a temporary use agency for the whole city for the 2009-2012 period. This call then was attributed to the AAA, Autonomous Architecture Atelier, and two colleagues, a group of experienced temporary use activists. They formed the ZZZ which was reconfirmed for the 2nd phase 2012-2016. The agency is supported and jointly financed by four departments of the city (economy, construction, finances and culture). The agency is run by an active temporary use crew with strong networks to users and the subculture. It also benefits from an integrated brief given by four departments of the administration with direct connection to administration and politicians. ZZZ is a direct partner for space seeking users and empty space owners with also many positive side effects such as giving the possibility for many residents to participate in projects and change their city, operating a form of mediation between users, owners and administration; offering opportunities to experiment with new uses before long term investment; strengthening of bottom up initiatives, etc.

The ZZZ is usually involved in the development of concepts and strategies for (deprived) neighbourhoods. ZZZ is considered as a way of promoting initiatives in the field of culture and cultural and creative industries, also in the field of social and environmental projects. Furthermore, temporary uses have been incorporated into the daily practice of the administration (construction law, contract drafting, guidelines for marketing, etc.)

Temporary use as an asset for neighbourhood revitalisation

In Bremen temporary uses are already an integral part in particular planning projects, residents' influence and design urban planning with the support of local politics. Temporary use experiences produce new ideas for special spaces and foster collaboration of different stakeholders especially residents.

The Plantage 9 e.v. is an emblematic case in the city. A vacant building that was destined to demolition was rented for temporary use to host artists and cultural workers. Progressively and thanks to the intermediation of the ZZZ agency, the place developed as a platform for cultural initiatives and start-ups. The success of the occupants on the cultural and art scene in Bremen and the positive impact on the neighbourhood allow to shift the initial urban plan and turn the newly created asset for the area into a permanent location (see box below).

Plantage 9 e.v.

Plantage 9 e.v.©Strategic Design Scenarios

Platform for start-ups, artists and craftsmen, Plantage 9 e.v. got its name from the street where the former company building was located. In 2008 the city bought the place for the construction of a road. 2 years later ZZZ rented the place for temporary use and sub-rented it to 30 different artist and cultural workers. Plantage 9 e.v.. turns to one of the key locations in the developing neighbourhood. Variety of rooms and structure open multiple uses. Shape and condition of the building inspire and attract heterogeneous of culture creatives that in return, strengthen the identity and popularity of the project. Publicity and the opening to the neighbourhood

encouraged the acceptance and support of politicians and administration. The success of the project gives a new sprit to the degraded neighbourhood as well as a positive reputation and a high profile on the cultural scene of the city. The municipality decide to cancel the road project and sold the building to the Plantage 9 e.v. association.

The wide activities of the ZZZ agency also serve a large range of more modest projects. It allows for instance Mark Moog to start its vegan cooking activity and after some year to open its own vegan bar (see box below). The agency provides with affordable space initiatives at start. It allows them to experiment their activities in protected conditions and to progressively find their independent and autonomous way.

Veganbar

Veganbar ©Strategic Design Scenarios

Mark Moog is managing a small vegan restaurant on the Findorff neighbourhood. He first got in contact with ZZZ agency in 2009 and could start his activity cooking in the collective kitchen of Plantage 9 e.v. For 2 years he was selling vegan food to the users of the space as well as to the local inhabitants passing by and on several locations in Bremen with his wagon. He then contacted ZZZ a second time to find this time an independent space in a more frequented location. Since 2014, he moved into its current permanent location. Temporary use and ZZZ intermediation allows to progressively strengthen and to launch his activity.

Beyond supporting activities at start, ZZZ provides a continuous flow of vacant space opportunities for social initiatives whose purpose is not to reach profitability. For the Wedderbruck shop recuperating furniture and reselling them at affordable price, the agency offers a form of 'guaranty' to keep a lower rent and continue their activities (see box below). At the city scale, ZZZ ensure a function of constant intensification of the use of vacant spaces.

Wedderbruck second hand furniture shop

Wedderbruck ©Strategic Design Scenarios

Wedderbruck means in local slang 'wieder gebrochen', i.e. 'that is used again'. A young couple developed the concept of a shop recuperating, sometimes refurbishing and reselling unused furniture recuperated at people's homes. The activity is near to an antiquarian focused on 50s to 70s but selling relatively cheap to students and young households. Wedderbruck started in a small space in the back of the empty Lloyd-Hof shopping centre. Thank to the ZZZ agency, they moved to a larger space in a more frequented area. For the first year and until March 15 they benefit from a preferential rent of 3 € per sqm. After the rent will pass to 5 € per sqm and should reach 15 € in the third year. This price is not compatible with the profile of the project that hardly reaches profitability for the moment: *"we may stay for 5 € per sqm,* say Wedderbruck promoters, *but after we will reapply to ZZZ to find another space!"*. The ZZZ works as a real estate agency providing low margin social projects with cheaper temporary use spaces in the city.

Temporary use as an asset for social change

Many districts in Bremen have to cope with social imbalance and a very heterogeneous population. People also want to grasp responsibility and initiative. In the city there are plenty of cultural and social initiatives as well as young entrepreneurs. Most of them are looking for space to test their ideas, but they cannot afford market rents. With temporary use they get – at least at the beginning – preferential renting. Some also compensate lower rent by taking part to the maintenance of the space. It is the case for the artists settled in the Guter bahnhof (see box below).

Guter Bahnhof art space

Guter Bahnhof art space ©Guter Bahnhof

The Guter Bahnhof is a tricky former railway station somewhat trapped between railways passing through Bremen. The large space is not used as railway station anymore but occupied by large collective of artists. The temporary use scheme is different from the Plantage 9 e.v. presented above. The rent is very low. The place has been given in pretty bad conditions with the idea that the collective of users will repay the low rent in contributing to the refurbishment of the place by themselves.

It´s run by an association, the Verein 23 e.V., which cares about the place, rents, invests and a conceptual thinking about the place. With a big hall in its back the Guterbahnhof is one of the best known places for exhibitions in Bremen, especially the Bremer Kunstfrühling (Bremen Art Fair) which sets up every three years. Located in the centre of Bremen this is by far the biggest space for artists in Bremen.

Beyond its core space brokering activity the ZZZ agency works as broader coaching and development support for project promoters. About a fourth of its budget (120 000 € out of 500 000 € over a programming period of 4 years) should be spent to support projects themselves at start. The sums allocated are very low (below 2-3000 €). This seeds money is very important as an incentive to start for cultural and social entrepreneurs. After 3 years this part of the ZZZ budget reveals to be largely underspent showing that providing such a "pretext to start" form of financing doesn't cost much.

Advice and a form of mentoring that the research and specification of the space requires is also very important for projects to maturate. For instance, the promoters of the KUKOON bar meet the ZZZ agency regularly for more than one year. They got some seed financing to start their activity. This multifaceted support provided them a complete starter service (see box below).

KUKOON bar in a former bathroom shop

KUKOON ©Strategic Design Scenarios

Kukoon stands for KulturKombinatOffeneNeustadt (combined culture in open Neustadt neighbourhood) is an informal lounge bar and restaurant installed in a former bathroom shop. The space remains empty between 2006 and 2015. Early 2014, a young collective with the project to open a bar got in contact with ZZZ agency to find a space. They regularly meet for 1-2 hours to discuss the project, define the profile of space they were looking for, visit some place, etc. Beginning of 2015 the Kukoon bar started. More than facilitating the negotiation with the owner, ZZZ provided regular expertise to the project partners in terms of setting the contract, defining what is allowed as temporary renters, how to manage the development of the project, etc. They also allocate seeds money to support the starting phase of the project. The ZZZ agency is an intermediary providing initiatives with spaces temporary available but it also works as a coach and development agency for projects.

The temporary use of vacant space reveals then to be a particular important starting platform for initiatives. Beyond the primary beneficiaries of the vacant spaces it is important to consider also potential indirect positive side effects that the initiatives working in such temporary use context are induced to generate. The Kultur Kuche is a food and cultural project and as such it generates positive effects for its clients. It also offer temporary use of its own restaurant kitchen to give the opportunities to smaller projects relating to food to find a place to develop. The temporary use by generating a posture aside from market mechanisms also generates value creation models with a wider scope. Beyond the primary users it benefits to other initiatives and to the neighbourhood as a whole (see below).

Kultur Kuche

Kultur Kuche ©Strategic Design Scenarios

Lars Wolf, the promoter of Kultur Kuche started this multifaceted project in the beautiful location of a former restaurant along the Weser River. At first sight, this single menu self-service informal place look like the cafeteria of the major Bremen cultural institution located in the same building bloc. But Kultur Kuche is an independent project. Lars' intention is to organize a mix of cultural activities such as theatre, philosophical discussions, artists' talks, jam sessions, poetic readings, etc. More innovative, when the kitchen will be fully equipped in a couple of weeks and fully approved by the sanitary authorities, Lars will sub-rent it to other food related projects. For instance an African women in contact with Lars has the project to cook a particular speciality of her home country. In order to be able to sell it she can't prepare it at home but in a kitchen complying with the sanitary standards. Kultur Kuche is proving her a "temporary kitchen" rented at an affordable price for her business model. Projects like Lars' are made possible by access to cheap temporary use spaces and thus are able to host and facilitate more sub-projects.

Temporary use as an asset for governance evolution

Over the last years temporary uses have become an important instrument for the city development in Bremen: It raised from a tolerated action to a tool to reactivate vacant sites and supply financially weak users with space.

First temporary uses were initiated by citizens. Eventually the municipality discovered this approach of bottom-up urbanism and identified it as an instrument to fill and redefine vacant space and to keep young people in the city. This way, Bremen has combined its lack of financial resources und the abundance of vacant sites. The Lucy Fletchmann platz is an interesting example of planning through temporary use. A temporary garden transformed this empty and cold mineral square into a nice and welcoming meeting place. From some days to months and a couple of years the temporary used was extended during repeated negotiations with the local

municipality. It reveals the usability of that space as a garden for the populations living around and shift it from the construction of new logging (see box below).

Lucy Fletchmann Platz Garden

Lucy Fletchmann Platz Garden ©Strategic Design Scenarios

Eva Kirschenmann is living near the Lucy Fletchmann platz in the Neuestadt neighbourhood. In 2013 together with some friends she asks authorization to install a temporary garden on the large, empty and desolated place. The group of young gardener activists got first the permission for 3 days. They design a first installation involving the local inhabitants. The popular success of the initiative allows them to get an extension of the permission for some more days, then for a week, then a couple of months and finally for 2 years. The garden developed progressively with more gardening boxes, self-made benches covering the entire place progressively. 2 containers are now hosting a small library where gardening workshops are organized for kids of the area. Heat for the library is also retrieved from a large bio-composter and 15 core members are now maintaining and managing the garden in turn. The population of the neighbourhood is reacting rather positively to the greening of the Lucy Fletchmann place although it is also criticized for being too messy and alternative. For sure, the temporary garden that will stay at least until April 2016, attracts enough attention in the local population to divert the municipality from the eventual construction of new apartment buildings on the place.

Temporary use projects are currently affecting various planning processes in Bremen. They have still not been an integral part of the primarily planning process, yet. Nevertheless, the municipality demonstrates its engagement into the temporary use processes. In particular it plays a facilitation and incitation role to support the ZZZ agency to unlock vacant spaces. In the case of the Meat Factory, the municipality used its position of public authorities to facilitate the contact with private owners and build trust on temporary use practice (see box below).

The Meat Factory

The Meat Factory ©Strategic Design Scenarios

As the Könecke meat factory moved production outside Bremen and the office building of the factory in the Hemeningen neighbourhood was left empty in 2013. The ZZZ agency had to move from where it was located in the harbour site. It got several time in contact with Könecke management but their first offer of temporary use remain unanswered. With the intervention of the Economic Board of the municipality, ZZZ was able to meet the different owners and get their temporary renting project discussed and approved. They organize in parallel workshops with all potential users willing to sub-rent a space in the building. Now after nearly one year that the temporary renting of the Könecke meat factory was agreed, about 85% of the office spaces are sub-rented to artists, craftsmen, fashion designers and other cultural creative initiatives. Technically the renter is AAA the Autonomous Architectur Atelier managing the ZZZ agency. They are renting the space for 2 € per sqm in the first year and 3.5 € in the second year and subrenting it for 4 € per sqm. The margin allows AAA to finance the organisation of the process.

Opportunities and challenges for temporary use in Bremen

Bremen has made great efforts to extend its expertise in temporary use and has become a pioneer in the field. Due to the ZZZ agency, temporary use has become a reliable tool of urban development and a broadly accepted method in the Bremen administration. Today temporary uses are well known: politicians, owners and residents all know the term and vibrant examples. There is a consensus among the established parties on the benefit of the ZZZ. The importance of the ZZZ for the culture and creative industries and social organisations is undisputed.

Moreover, vacancy and temporary use practices seems to be perceived as a "new normal" in Bremen and not anymore as an anomaly. The vacancy phenomenon is a normal consequence of the way a city works nowadays and the ZZZ agency reaches the state of a quasi-public service both ensuring the intensification of use of

the building stock and the support of the cultural and social economy outside of the real estate market.

Despite these great achievement the future is challenging. On the one hand, the financial support of the ZZZ beyond 2016 is still insecure. This approach will loose in significance, as temporary uses usually need support in communication, networking and know-how. On the other hand, the most pressing problems 2015 within the city is the provision of adequate housing for refugees arriving in Bremen as well as their integration into the city. These issues require the city municipality and its ZZZ temporary use agency to acquire new skills and practices.

As Prof.-Dr. Iris Reuther Senatsbaudirektorin Bremen suggested it, the integration of refugees is the final scope beyond the sheltering emergency. The concept of temporary use should then evolve from providing weak parties with space they cannot afford to generate through temporary use practices integration platforms. Such platforms as the Plantage 9 e.v. or the Kultur Kuche provides benefits to the larger community beyond the direct users of the place. The starting Villa Wohnlich project meant to be an experimental integrating platform, is certainly showing the way: a contact point between the populations of the neighbourhood and the newcomers; a network of stakeholders and institutions looking for synergies; a collaborative working and living place to grow new initiatives and ideas (see box below).

Villa Wohnlich
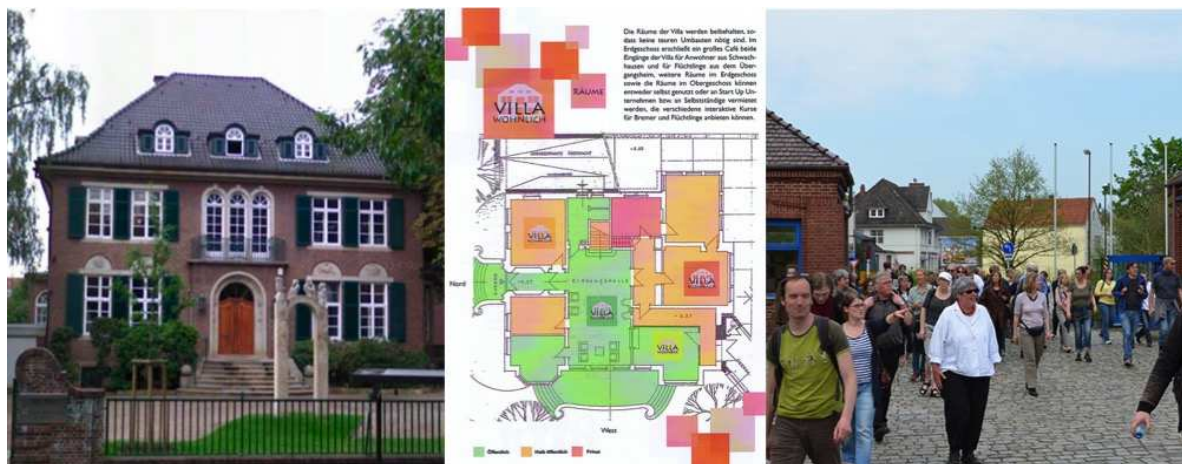
Villa Wohnlich ©ZwishenZeitZentrale

The Villa Wohnlich is a project that has just started. It builds on all the experience in temporary use of the city of Bremen acquired though the ZZZ agency 8 years of practice. It represents an attempt to explore a next generation of temporary use project. The place is organized within a network of institutional and informal players and seeks new ideas of working and living. It intends to connect part time, full time and temporary users with different cultural backgrounds and in different institutions. Villa Wohnlich offers free space for working and informal meeting points between

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users and inhabitant of the neighbourhood. It should connect start-ups, commercial users and refugees living in a nearby hostel. The intention is to establish a centre for living and working in transnational economies and cultural affairs, finding new solutions in financing spaces for a long term use with temporary use ideas.

As one of the aspects to bring the users and the inhabitants in touch, there will be spaces for a common use, like a café or a canteen. Those spaces could also be open to the neighbourhood, which is weary about the new use. To make this project work, there will be a strong collaboration with social institutions, who regularly run the homes for the city of Bremen.

The new challenge set by the massive arrival of refugees is being turned into an opportunity or at least an occasion to overcome present state of the art in terms of temporary use. All along the visit in Bremen, stakeholders were talking about starting an "urban lab". The Lloyd-Hof Shopping Centre in the heart of the city with a nearly vacant commercial gallery and apartment buildings above now hosting refugees is meant to become one of the places in Bremen to develop an urban lab (see box below). The idea of urban lab covers for the various stakeholders very different things: a place with pop-up initiatives involving refugees; a "do-lab" to solve collaboratively problems; an urban catalyser and development platform; an capacity building ecosystem in the neighbourhood; etc. This heterogeneity of point of views may raise doubts about the potential success of such initiatives. On the contrary, it may also be a great asset: an urban lab is a generic term for a place where experimentations should take place, for a somewhat vague concept that will take shape progressively and enrich from all these various stakeholders ideas and influences. The important point when exploring a new concept is to be able to take risks, to really do it and the Bremen city seems through the previous experiences in temporary use, to have the capacity to explore and develop such experimental ideas.

Lloyd-Hof Shopping Centre
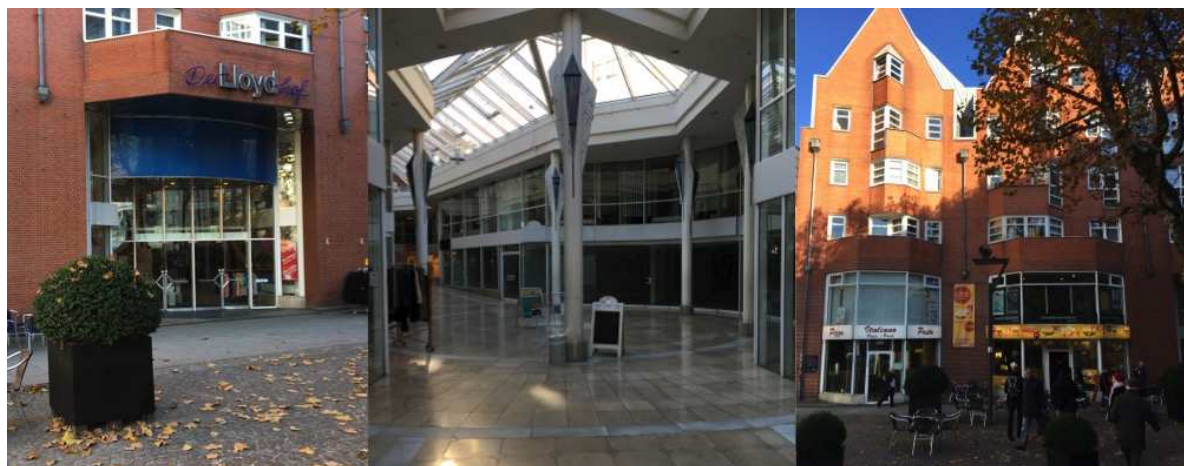
Lloyd-Hof Shopping Centre ©Strategic Design Scenarios

The gallery of the Lloyd-Hof shopping centre is between a pedestrian commercial are and a less frequented back street. The shopping centre has nether been successful. Because Bremen is supposed to have less shopping areas than other German cities, the Municipality decided to buy the Lloyd-Hof Shopping Centre to the Austrian edge fund and to open the area for a new shopping centre. Until the decision for a certain investor was given, there was since 2013 a certain time for temporary use projects, which had been supported by the city marketing initiative, the economic development board and the ZZZ. The ZZZ itself supported around 20 short term and long term temporary uses in the Lloyd-hof, which was interesting, because it offered space in an inner city surrounding.

Problems appeared in summer 2015 as no investor wanted to fulfil the expectations of the city with a new shopping centre at this location, as the city wanted not only a shopping centre but as well integrated housing and high ecological standards. Out of this evolved political pressure to the city to find a new solution for the Lloyd-hof. This solution will be a new temporary use concept for the Lloyd-hof done by the board of economic growth and the city marketing initiative without the ZZZ and with a strong focus on local commerce and pop-up stores with very regular conditions. Which might causes problems as the Lloyd-hof never worked as a regular shopping centre. The apartments above the gallery are now occupied by Syrian refugees. The shopping areas are nearly empty out of a city art gallery, a reading promotion association and some consulting companies renting small shops as offices. Within 3 years the city municipality is expecting to reopen the centre with shops.

Approach and composition of the URBACT Support Group

The Steering Group of the ZZZ is an already existing platform on which to build the ULG. It coordinates the projects of the ZZZ since six years and has already working relations to some of the stakeholders to be involved in the ULG. Other partners need to be added, in particular institutions in the field of employment services and the social sector in order to reach the following expected list:

- Employment institutions

- Social agents of refugee centres

- Refugee NGOs

- Volunteer actors

- Housing association

- Actors of cultural and creative industries

- Cultural organisations

- Schools

- The steering group of the ZZZ

- Representatives of the Senator for Labour and Social Affairs

Initial focus of the Integrated Action Plan

The main target group of the REFILL projects in Bremen are going to be refugees. The projects will combine innovative ideas concerning accommodation and integration.

The aim is to transform voids into a platform for the creative industry, local entrepreneurs, community projects as well as refugee accommodation and employment.

With its longstanding experience in temporary use, the temporary use agency ZZZ can play a crucial part in procuring vacant sites and to initiate, together with local partners and the city administration communal projects that allow bringing together the residents and create new impulses for the city. The project can thus be a model for the integration on a low-threshold access via temporary uses.

A key factor to achieve this aims will be to organise a role model for this kind of projects. The URBACT Local Group will be integrated in discussion the way this kind of projects can work. Questions of ownership, responsibilities for certain issues, involvement of public and private stakeholders are a focus in this process. But the members of the local group also will involve in the making of this role model. At the moment the Villa Wohnlich (new project name is "Haus Ritter" gets into negotiations about prices, funding and ownership, but as well on how much socio-cultural spaces can be given and how much needs to be commercial space.

As this is a first experiment, a laboratory situation in the urban sphere, it shall give orientation for further projects in a bigger scale and in a more challenging surrounding as the neighbourhood of the Haus Ritter is very bourgeois and civil-oriented.

IV. CLUJ'S PROFILE (ROMANIA)

Main characteristics of the town

Located in the Northwest part of Romania, Cluj-Napoca represents one of the main national growth poles, being the main economic, social and university centre in Transylvania. It is the only pole that registered a population growth over the last 25 years (around 300,000 inhabitants nowadays). It is the second largest city in the country and it has a strong influence on both national and international level. Cluj has an impressive percentage of young people, considering that fact that it gathers over 10 universities. The area is characterised by pronounced dynamic cluster structures, with an offer of increasingly diversified industrial parks, an extensive educational offer, particularly in the IT and Arts industries.

Main characteristics in terms of temporary use practice

Cluj-Napoca has been confronting with an important issue - a lot of vacant and abandoned industrial sites and buildings. As a response to this problem, the city started to implement temporary use interventions, encouraging new activities on these lands in order to test community response toward this initiative. The projects were very successful and the community became more and more interested in co-designing public space, rebuilding and adapting public spaces to their own necessities.

Two temporary interventions – initiatives along the Somes fiverbanks and the hotelling of artists and galleries Fabrica de pensule - became emblematic for the city and an example of best practices to intensify temporary use of public space.

Temporary use as an asset for neighbourhood revitalisation

The city of Cluj-Napoca is opened to increase its number of better and more attractive public spaces designed through place-making and adapted to local community's needs and expectations. Some ephemeral installations and temporary events intend to attract the population attention to public space and options for its redevelopment. *Urban Living Rooms* event literally installed domestic places – a kitchen, a living room, a bedroom, etc. – in the public space. Theses different places disseminated in various neighbourhood of the city allow the population passing by to accommodate for a while and discuss the public space (see box below).

Urban Living Rooms

Urban Living Rooms ©MASS archives

Urban Living Rooms is an artistic intervention based on a series of open-air installations in public spaces in Manastur and Unirii neighbourhoods. The core idea of MASS the collective of architects who imagine this initiative is to associate different public places in Cluj to specific domestic spaces. They installed a living room for people passing by to sit together and chat, a kitchen to eat in open air, a bedroom to rest, etc. The installations suggest Cluj's citizens that public spaces may be as dear as their own domestic environments. For a period of 3 weeks, these installations reclaimed attention to public areas previously drowned in daily routines.

In the same line, one of the events of Youth European Capital consists in reopening the old Firemen's Tower. For one day, the population of Cluj-Napoca could enter this building that is part of the cityscape but that was literally abandoned and forgotten. They especially also could climb to the top of the tower and rediscover their own city (see box below).

Tower Day 15 at Turnul Pompierilor

Tower Day ©Youth European Capital 2015 archives

Within Cluj, Youth European Capital 2015, Day 15 was a monthly programme of events scheduled every 15th of each months. The May 2015 edition of Day 15 Programme was aiming at attracting attention of the population in Cluj on "gray sites and"forgotten places in the city. For the occasion, Turnul Pompierilor, the former Firemen's Towerwas illuminated as a lighthouse in the middle of city. The old tower was open to the public offering exhibitions at each of the 6 floors and an impressive city overview from its top level. Tower Day 15 was an exercise aimed at reactivating public spaces through temporary interventions.

Launloc is an attempt to turnan abandoned building into the first street art – gallery in Cluj. This temporary intervention was aiming at raising awareness on the potential of reactivation of "grey" areas to promote place-making by youths groups civic movements and to create shared spaces commonly used by community members, artists and visitors (see box below).

Launloc

Launloc ©Launloc archives

Launloc experimentation was the first street art gallery in Cluj. Situated nearby the central area, the intervention of gallery-studio-house of 2 artists consisted in adaptive reuse of a former Bread Factory. The Lauloc project was promoted under the umbrella of European Youth Capital, through Day 15 Project, supported by the municipality and the local Council of Cluj-Napoca.

La Terenuri is a larger initiative described as a "temporary park" including a wide range of social activities and grassroots initiatives focused on the Manastur area. Beyond questioning their neighbourhood the goal of La Terenuri project is to engage the local community in reinventing and redesigning their neighbourhood (see box below).

La Terenuri

La Terenuri ©La Terenuri archives

La Terenuri is a program of temporary activities in public space aimed to strengthen intra-community concerns for common green and public spaces in the Manastur neighbourhood. The first temporary use of public space took place in 2012 with a project coordinated by *Colectiv A Association* and supported by *"Landscape Choreography"*European Project. In autumn, children and teens workshops took place on various themes (fruit and vegetable market, urban kitchen) together with dance competitions, debates and concerts. More social events dedicated to young people involvement such animal adoption, hand-made products trade, origami and juggling workshops, etc. were organized in 2013. The initiative of both inhabitants of the neighborhood, associations strengthen in 2014 and 2015 as a form of "temporary park" including urban gardening activities, amphitheatre, hammocks area, harvest festival; open air screenings and documentary movies. It gathers regularly artists, architects, anthropologists, landscape architects, psychologists, activists, etc.

Finally, the *Somes Delivery* project is a good example of how light temporary artistic installation involving the population can tap into urban planning. *Somes Delivery* consisted in various installations exploring how to reclaim the riverbanks of the Somes river. The success of the project among the population allowed Cluj-Napoca to rediscover -its river and therefore influence the city planning and the redevelopment of the area (see box below).

Somes Delivery

Some Delivery ©MASS archives

Somes Delivery was a pilot project testing different creative initiatives of urban design and landscape along the Somes river through temporary interventions. The different proposals have been selected through a competition. A sociological research investigated in parallel quality of living on each section of the river. The different projects allow Cluj's citizens to rediscover the riverbanks and the pleasure to enjoy leisure activities near the water. A wooden construction simulated a pathway to walk along the river and events were organized during 2 days. The population of the city reacted positively to these experimentations and began to reclaim its river. At the same time the municipality planned to redevelop and enlarge the road along the river. The local community organised someprotests and the redevelopment project was changed. The road will not be enlarged and the Somes riverbanks will be cleaned and made accessible for the citizens.

All these temporary interventions contributed to strengthening the connection between citizens and the places they share. Social and cultural empowerment in temporary use of public spaces was the key factor of enabling community to re-imagine and reinvent public spaces according to their own necessities and expectations.

Temporary use as an asset for social change

On the one hand, Cluj-Napoca has experienced enormous pressure on urban development in terms of uncontrolled urban expansion and unorganised tissue with empty plots and contaminated industrial sites. On the other hand, Cluj is considered a prestigious educational centre at national level, which encouraged it to develop various activities related to this sector - artistic, cultural and entertainment events. *Fabrica de Pensule*, a former paintbrush factory turned into a large hotelling of artists and galleries is certainly the most well-known and successful exampleat both local and national level. It started as a temporary use of an empty industrial building. The initiators managed to negotiate a preferential rent and a shared renovation

agreement: the owner refurbished the outside of the building and they took care of renovating the inside (see box below).

Fabrica de Pensule

Fabrica de Pensule ©Strategic Design Scenarios

Fabrica de Pensule is an impressive 5 floors industrial building hosting 35 artists studios, 8 art galleries and 2 performance art companies. This former paintbrush factory in the historical industrial area of Cluj near the river and the railway track stopped activity in 2000 and remains empty. In 2008 Istvan Szakats and his fellows from the art scene of Cluj discovered the place that for both its size and its symbolic heritage appeared as the perfect place for hosting an independent art centre. They set a temporary use agreement with the owner. After 8 years, Fabrica de Pensule became the largest hotelling of artists in Romaniaand an incubator of new talents. It gained international prestige and attracted finally attention and support from the municipality.

Smaller similar cultural initiatives are contributing to install temporary use practice in the city. Urania Palace is a private initiative settled in the Urania Palace, a former cinema and landmark in Cluj-Napoca. The place was empty for several years and it is now turned into a space open for free temporary use offered to young artists for rehearsal and shows (see box below).

URANIA **Palace**

URANIA Palace ©Strategic Design Scenarios & Urania Palace archives

The URANIA Palace is a private initiative that could be described as a cultural co-working space. The building from 1910 is known in the city as having hosted the first projection in Romania and as being, until 2007, a popular cinema in Cluj. *"It was a pigeons' house when I enter the place in 2014,* say Claudiu Marginean, a private cultural entrepreneur, *I made it a open place for youth to create, rehearse and develop cultural activities"*. The space is rented to the owner of the place at commercial price. The initiative is self-financed through a large programation of events ranging from Black Box Theatre, Pillow Cinema, Expo Gallery and Maker Space.

The Cluj Common Makerspace is another example of rented space open for temporary use to Cluj inhabitants. The 16 initiators of the Cluj Markerspace struggle to maintain free access. As Marius Bucea, one of them says *"it's difficult in Romania to raise attention to such emerging third places and to make it clear that it is not a business, that we are neither selling things nor providing a service on demand"*.

Cluj Common Makerspace
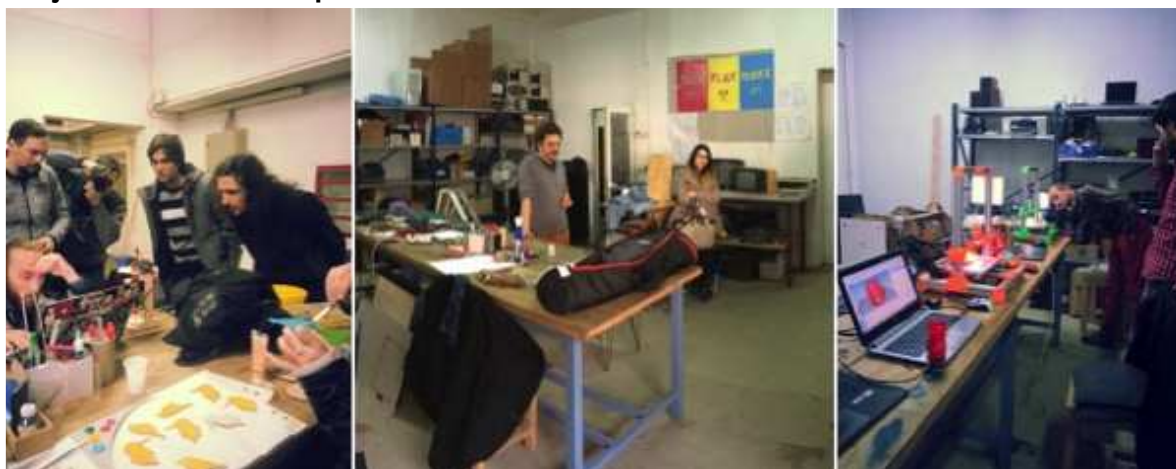
Cluj Common Makerspace ©Strategic Design Scenarios & Cluj Common Makerspace archives

Opened since November 2015, Cluj Makerspace is still setting the place and discussing how to organize membership. It is renting a backyard first floor space in the former industrial area along the railway track. Despite already more than 1500 followers of its Facebook page the initiative did not manage to attract attention of public authorities for financial support or cheaper rent in a vacant space. In order to gain visibility and clarify the services provided, the Makerspace will collaborate in 2016 with a Theatre Laboratory. It will join the theatre-teaching programme providing 4 courses on 3D printing, laser cutting, drones building and robotics.

Temporary use as an asset for governance evolution

Building on these different experiences, Cluj-Napoca city administration starts to embrace the idea of temporary use and short-term interventions. The Municipality started to encourage temporary interventions in public spaces and to support organised events for community citizens, setting up the basis for a sectorial policy regarding temporary use of public space (see box below).

Local taxes Policy for temporary use of public spaces

Local taxes Policy ©Cluj-Napoca municipality archives

Cluj Napoca is the first Romanian municipality that set-up the basis for encouraging temporary use of public spaces: a Local taxes Policy document regulates various ways of public space usage, urban furniture placement, construction of temporary structures and architectural installations in the public areas. In 2013 local authorities set-up a document to regulate temporary public space interventions. The policy has been constituted as an instrument which enabled and encouraged the up-scaling of temporary events in Cluj-Napoca, regulating a Daily tax for temporary use of public space for events (fairs, festivals, sporting activities, cultural manifestations, fun parks,) of a period not exceeding 30 days or events of a period between 1 month and a maximum of 4 months. Moreover, the tax policy sets us a tax regulation guideline for temporary urban furnishing executed without any other authorization.

This municipality initiative raised community trust and encouraged the development of increasingly more projects of temporary use of abandoned or underused public spaces.

This document is the first step for public administration in developing an inclusive place-making process. In the coming years a guideline for temporary interventions in the public space and a sectorial policy for public spaces recovery based on community participation should be developed. The goal of the Cluj Napoca municipality is to develop a legal framework and increase the number of public spaces designed according to community necessities and expectations.

Besides the Local Taxes Policy aforementioned, local authorities haven't been able to produce an integrated strategy or an action plan related to temporary use, primarily because of the lack of legal framework, methodological guidelines and examples of good practices in the field.

Despite the fact that public authorities haven't adopted a temporary use policy yet, community-based interventions created a cultural and social identity for the city. Cluj has recently become European Youth Capital (2015) and intends to become European Capital of Culture in 2021. Beyond the cultural dynamics the participation to this competition is calling for spaces to accommodate the various cultural events. It therefore directly tap into unlocking temporary use of vacant scaces (see box below).

Cluj Culture Capital Candidate 2021

Cluj Culture Capital Candidate 2021©Cluj Culture Capital Candidate 2021 archives

 "East of West" is the core concept on which the candidacy of Cluj-Napoca is built for being Capital of Culture 2021. Cluj-Napoca is hosting multiple and fluid communities, ethnic, religious, social, cultural, etc. All these communities live together, tolerate each other but don't liaise and mix. The candidacy of the city builds on this tension and on the recognition of its cultural and artistic leadership.

Beyond putting forward its rich cultural scene, Cluj Napoca proposes to develop a series of place-making flagship projects if it is chosen as Capital of Culture 2021: i.e. the Open Academy of Change fostering a community-based development and test of new ideas; Somes project linking Transylvanian Villages to the City along the Somes river at the metropolitan scale; Social Creativity Platform building on local practices; Garage 2.0 targeting the invasion of abusive garages around apartment buildings to propose 2 levels structures with garden roofs, ; etc.

Furthermore, Cluj is looking forward to convert its temporary use interventions into long-term or permanent ones. Opportunities could come from both public and private sector, including co-organised interventions through strategic public-private-people partnerships. Possible risks could arise from population involvement decrease, which might occur in the absence of legal framework adjustment.

Opportunities and challenges for temporary use in Cluj

An exploding cultural scene

In a few years, Cluj acquired international reputation as an incubator for contemporary art. The large number of students living in the city contributes to generate a lively and dynamic atmosphere. The city reveals multiple layers of cultural initiatives ranging from grassroots social innovation and community engagement to street art festivals and fine contemporary creation. Despite a growing peer recognition of these assets at national and international levels, the city of Cluj seems not fully aware of its potential. The cultural and artistic scene is divided and doesn't work as a community. The local public administration is struggling to transform this potential into new attractiveness for the city, development of tourism and related economic activities.

Finding spaces in the perspective of the Capital of Culture

Cluj-Napoca is shortlisted as one of the four Romaniancities competing for the Capital of Culture 2021. The final selection will be disclosed in autumn 2016. If Cluj is awarded, the city will need for one year to host multiple events, exhibitions, shows, etc. beyond the building of new infrastructures, temporary use of vacant buildings in the city is likely to be a complementary solution to accommodate Cluj's cultural scene. Whether it will be selected or not, the competition for the Capital of Culture is a unique occasion and positive context to foster temporary use and to install it as a practice in the city administration.

Building a temporary use demonstrator

The challenge for Cluj-Napoca to enable temporary use of vacant buildings in the sense of the REFILL network is certainly to link it with the already rich experience of the city in temporary installations and occasional events in public space. In

particular, it means to extend possible the range of the Local taxes Policy for temporary use of public spaces in order to cover longer-term use of vacant space.

Along to building the legal framework, a series of activities could strengthen the temporary use in the city. These activities include mapping of vacant places and empty building; promoting and giving visibility to existing cases; fostering the development of new examples, easy to reach and likely to serve as demonstrators for stakeholders whether from the side of the city administration, for private owners or for potential temporary users.

Approach and composition of the URBACT Local Group

The URBACT Local Group (ULG) will be formed as a liaison between local stakeholders, balancing top-down and bottom-up initiatives. The initial ULG will be set up relying on the following parts:

- **ULG Coordinator** (civil servant from Public Authorities – Calin-Vasile Forna, Deputy Director of Public events and citizens direct informing Department of Cluj-Napoca Municipality) ;

- **Decision-makers** - Civil servants from Local public administration (Chief Architect from General Urban Planning Department of Cluj-Napoca Municipality, Chief Architect from Council of Cluj County, Representative of City Heritage and Property Evidence Department from Cluj-Napoca Municipality, North-West Regional Development Agency);

- **Architecture and Urban Planning Sector** (Representative from Urban Planning and Architectural Companies and Architectural Studios and representative from RUR - Romania's Urban Planners Registry);

- **Cultural and Social Initiatives** (Representative from the Association for Cluj European Capital of Culture (CCE 2021, Representative of Cluj-Napoca Culture House, Representative from other social and cultural bottom-up initiatives and NGOs);

- **Economical sector** (Owners of abandoned and underused buildings – to be identified and contacted) and Tourism sector (To be identified if there is someone of interest In the topic of temporary-use);

- **Tourism sector (Representative from Tourism Department of C)**

- **Students Sector** (Representative from Cluj Students Association of Architects(A.St.A) and other students association – to be identified if they find a synergy with temporary-use approach);

- **Different Urban actors** – to be identified (from different sectors: Education - Universities, Schools, Economics – Entrepreneurship or Social Entrepreneurship structures, Start-up Initiatives Culture - Theatres, Museum and private cultural initiatives or movementsand artists)

- **Community representative members** who want to be involved in the decision-making process related to temporary-use practices;

The list is opened to other interested entities and stakeholders focused on temporary use, aimed at the same topic of reusing vacant spaces as driving force for innovation on local level.

Initial focus of the Integrated Action Plan

The Local Action Plan (LAP) will be focused on gaining a restructuring procedure for the legal framework under a the umbrella of brokering between local stakeholders, both top-down (the Municipality of Cluj-Napoca and Cluj Metropolitan Area) and bottom-up initiatives (local communities, NGO's and social and cultural movements).

The Integrated Action Plan could include:

- negotiations with local authorities to establish the framework conditions for - enabling temporary-use processes as a driving force for local innovation - which will be focused on achieving a legal framework or guidelines for temporary-use approaches to vacant public and private assets and spaces;

- necessity for urban studies (as - spatial availability and mapping vacant buildings and abandoned spaces, as well as their ownership, spatial and functional areas suitable for hosting cultural development provided by the Capital of Culture 2021 Program);

- identifying problems and solutions in synergy with Cluj European Capital of Culture related to temporary-use practices;

- Strengthening already formed committees (e.g. Cluj European Capital of Culture 2021) and expanding their interests in practices related to temporary – use for both public space and private/ public assets;

- achieving a strengthen framework for PPPs (Public-Private Partnerships related to temporary-use of assets and public space);

- local development plan for temporary use with the possibility to extend it for long-term or permanent usage.

V.   GHENT'S PROFILE (BELGIUM)

Main characteristics of the town

Ghent is a "pocket sized metropolis", combining the intimacy of a small city with the openness of a metropolis. With 240 000 inhabitants in the beginning of 2009, Ghent is Belgium's second largest municipality by number of inhabitants. The metropolitan area, including the outer commuter zone, covers an area of 1,205 km² and has a total population of 594 000 in January 2008, which ranks it as the fourth most populous in Belgium. The population is on the rise since 1999 with a growth rate of 12% per year after decreasing for 19 years. The port of Ghent, in the north of the city, is the third largest port of Belgium. As the largest city in East-Flanders, Ghent has many hospitals, schools and shopping streets. Flanders Expo, the second biggest in Belgium, is located in Ghent. Tourism is becoming a major employer in the local area. The ten-day-long "Ghent Festival" is held every year and attended by about 1-1.5 million visitors. History is gracefully connected to modern design and art. Ghent has a relatively young population and is the largest student city of Flanders. The prestigious Ghent University attracted a number of research-oriented companies situated in the central and southern part of the city. Ghent advertises itself as a city of Innovation, creativity and future-oriented businesses.

Main characteristics in terms of temporary use practice

On the one hand, Ghent experiences enormous pressure on the urban space. On the other hand, it is faced with several brownfields, vacant warehouses empty fabrics, with some structural vacancy of retail spaces and with vacant plots and waste land waiting for activity and renewal projects.

The city already experimented for more than 10 years with temporary use. The first two cases – an old industrial waste platform in the densely built 19th century belt around the city centre converted into a lively meeting place and the former harbour docks transformed as a place for cultural events during the summer – became iconic. They were initiated by the city as a part of urban renewal projects, to involve citizens and now certain successful operations have been integrated into the final urban development.

Ghent learns from these first experiences on temporary use. They inspired new coalitions in various fields (city gardens, meeting space for social-cultural initiatives, workspace for social-economic entrepreneurship, etc.) and generate new temporary initiatives in different neighbourhoods.

Ghent embraced temporary use as a way to involve citizens in urban regeneration and to give oxygen to existing strengths that operate in the field of social innovations. Today the city experiences the need to further investigate the topic of temporary use and to elaborate the initial experimental phase through connecting

temporary use practice with other and different perspectives and activities such as economic development, sustainable transition, etc.

Temporary use as an asset for neighbourhood revitalisation

In the last 10 years Ghent has seen the development of many temporary use projects from different size, focussing cultural goals or social development and from different importance for the city. A series of emblematic temporary use for neighbourhood revitalisation took place in the Ouden Dokken area, the docks of the former city harbour. New port infrastructures have been built outside Ghent and the huge former dock area will be redeveloped as an extension of the city. In order to prepare this redevelopment and already attract the population that never came in this industrial area, the city opened several former warehouses and fabrics to collectives of artists and cultural creatives. They find there the perfect scenery for large concerts and events. They also generated a whole range of activities for youths and families and made in a few years of Ouden Dokken the ultimate place to be in the summer in Ghent (see box below).

Such successful reintegrations of urban area require finding the right mix of temporary users with a real impact, mediation between temporary initiatives and the populations living there and good communication to the rest of the city.

Oude Dokken area

Oude Dokken area ©Smoke and Dust archives; DOK archives

A large-scale renewal of "Oude Dokken", Ghent historical port docks area at the city boarder will start in 2017. Since some years now that the last active industries have moved away, many cultural and artistic initiatives have settled in vacant places. 'DOK', flagship project with open-air events, cinema, summer coffee and beach, playground, toys building workshop, beehive experimental hotel, etc. has been the ultimate place to be in Ghent during the sunny days. 019 a former metal industry building is hosting the Smoke and Dust artists collective presenting exhibitions, concerts, hosting experimental music artists in residence and organizing workshops.

'De Grindbakken', former docks gravel tanks, has been turned into open-air concert place and covered with murals.

All these initiatives of temporary use have contributed to attract the city population and reintegrate the former docks area onto the map of Ghent. As DOK define themselves, these places works as "creative renewers" of the city.

Near to temporary use, multifunctional use is also a way to intensify the use of infrastructures available towards neighbourhood revitalisation. Strictly speaking it is not a temporary use of a vacant place for a determinate time. Although, some examples such as the parking of a company equipped and used as indoor sport hall every Sunday (see box below) could be seen as a form of micro-temporary occupation of regularly vacant infrastructures. The example of the Sportnetwerk Gent-Noord in particular shows a high level of integration between private assets and neighbourhood interests on a topic with potential large impact on the population nearby.

Sportnetwerk Gent-Noord

Sportnetwerk Gent-Noord ©Sportnetwerk Gent-Noord archives

Sportnetwerk Gent-Noord is a neighbourhood sports project of vzw Neighbourhood Services Ghent North. Since 1999, the parking garage of textile company Milliken has been equipped with the necessary facilities and furnished as sports hall. The sports hall is open for free use on Sunday afternoon and sport lessons are provided during the weekend.

Temporary use as an asset for social change

Tejo is a volunteers-based association offering free and rapidly accessible therapy treatments. It is hosted in the vacant house for free. Tejo covers lacks of the official national health care system and still as to cope with the precariousness of temporary use. Temporary use schemes are key to support financially weak social and cultural initiatives in particular in a context of the current economical crisis and shrinking

public budgets. The question is how to maintain the benefits of the initiatives on the long run beyond or despite time limit of the temporary use (see box below).

Tejo

Tejo ©Strategic Design Scenarios

Tejo is an organisation of volunteer psychotherapists helping patients to get a therapy right away when the waiting list is generally long to start a treatment in the formal health system in Belgium. The association is temporarily hosted together with two collectives of artists in vacant buildings of a former warehouse and parking complex. Tejo is a recognised network in Flanders but still struggling to find funding and receive their patients in an adequate environment. Temporary use allows them to only pay for the expenses of the space but living on short notice is hardly compatible with the service Tejo delivers to its patients.

Most of the temporary users try to consolidate their initiative and behave as permanent users. They are trapped in the paradox the temporary use logic. On the one hand, all what they invest in a temporary place is lost by definition and on the other hand the more they renovate a place the more it will regain value for its owner. Gouvernement for instance is a cultural initiative settled in a backyard building in the centre of Ghent. They progressively invest time and subsidies to improve the place in terms of security, acoustics, insulation, etc. They now nearly reached the point of having a well known and professional centre for organizing events. And they don't know if investing more in the place will help to make it recognized and attract more support or will trigger the interest of the owner and accelerate the time when they will be kicked out (see box below).

Gouvernement

Gouvernement ©Strategic Design Scenarios

Gouvernement is an art project organizing concerts, exhibitions and events. It is located in a backyard private building right in the city centre. The place was a squat until 2 years ago when the initiators of Gouvernement project got in contact with the private owner and agreed for a temporary use with a preferential rent. Since then a progressive renovation of the place has been carried out to make the place attractive, to reach public reception standards and to make a proper acoustic insulation for the neighbours, etc. The Gouvernement project is successful and it just got subsidies from the city Fund for temporary use but organizers have invested a lot of their own work and money. They don't earn from it and they cross their fingers for not being thrown out and lose all their investment.

In case of initiatives such as Tejo or Gouvernement the issues posed by temporary use are quite clear: maintaining the benefits requires a temporary use that would be as close to permanent use as possible: either by extending the use period if it's possible or by finding another similar vacant place possibly in the same area.

In the case of Ledeberg doet het zelf, the issue of temporary use is more complex. A vacant commercial space in the core of the popular dense neighbourhood in Ghent has been open for citizens' initiatives. The common red thread is "dirty jobs" or all kind of activities that are not possible to carry out in domestic spaces because they require space for storage, workshops, people gatherings, etc. Multiple initiatives involved both providing useful collaborative services to the populations leaving around and refurbishing social fabric. The municipality has now bought the place and will start soon a renovation process (see box below).

The issue here to transform a temporary use situation into a permanent one asks a series of questions: how to keep the momentum during the renovation period? Will the renovated place still be compatible with "dirty jobs"? Will the different initiatives keep the same dynamics when they will be settled into a permanent location? Etc. The interplay between temporality and permanency is subtle and delicate. Contrary

to cases like Tejo or Gouvernement, the temporality brought assets that may not necessarily improve in a permanent situation.

Ledeberg doet het zelf

Ledeberg doet het zelf ©Ledeberg doet het zelf archives

Ledererg is a popular and dense neighbourhood lacking from open and collective spaces. On the vacant site of a former DIY supermarket in the centre of the neighbourhood, *Ledeberg doet het zelf* (Ledeberg do-it-yourself) association started "Dirty jobs" an open place for the inhabitants living nearby to start a wide range of activities they cannot undertake in the small houses typical of the area: "Bicycle kitchen" collective repair workshop; "On wheels" cheap kids bikes renting scheme; Up-cycling furniture atelier; science and tech workshops for kids; give-away shop; weekly vegetable market; a tool library and a Christiana bike renting scheme in preparation; etc. These various initiatives get a great success in the neighbourhood also among the different ethnic communities around. *Ledeberg doet het zelf* pressed the municipality to buy the place and keep it as neighbourhood open resource. Now that the ownership is secured, the municipality will refurbish it with a new building and appropriate facility of all open-air activities. The renovation will cause the place to close for two years and *Ledeberg doet het zelf* with the Neighbourhood manager are looking for other vacant places around to keep on going with all the activities during this critical period.

Temporary use as an asset for governance evolution

The local authority embraces the temporary use initiatives and the connected entrepreneurs, citizens, organisations, urban coalitions, community groups, creatives as a bottom up approach to build on to the future of the city.

In 2006 the municipality initiated a fund for neighbourhood activities and in June 2014 a specific 'Fund of Temporary Use' has been created to give a financial incentive to new ideas or initiatives of temporary use. The Fund of Temporary Use, granted of 300 000 € per year, facilitates citizens' initiatives in Temporary places and

gives financial support to new ideas or initiatives of temporary use. The fund is managed with an open and participative spirit: "*we have of course selection criteria,* says Marc Verheirstraeten, Coordinator of the Fund for temporary use, *but not too much because we want to stimulate experimentation*". The main criterion is legal occupation: the initiative has to have a temporary use contract with an owner. Other criteria try to value positive externalities such as neighbourhood involvement, creativity, generation of new networks, preventing vandalism, etc. On top of the Fund, the municipality initiated in February 2015 a Crowd funding platform that is among other things dedicated to support temporary use.

The Fund temporary use is embedded in and raised from a long tradition of consultation, participation and facilitation of local bottom-up experiments.

As Daniel Termont, the Mayor of Ghent said: *"You cannot govern from the town hall. To have this kind of politics, you need to be together with the population"*.

In 2003, the city saw the creation of a Community-based Planning Unit' placed under the direct responsibility of the Mayor and likely to influence all policies of the city.

This unit now renamed Policy Participation is following 3 tracks of activities:

- Information, creating a culture of listening, generating learning networks;
- Participation: offline and online; focus groups of citizens and stakeholders, tailored approach; regular visits of Mayor and Vice Mayors in every neighbourhood; etc.
- Co-creation: citizens taking action in achieving more sustainable and liveable neighbourhoods; bottom up neighbourhood management, Fund of citizens' activities, complementary currency; Ghent living lab; etc.

The Policy Participation unit has officially a mandate on mediation on both end liaising with citizens and mediating with elected representatives and other departments of public administration.

In particular the unit works with 15 Neighbourhood managers active in the 25 neighbourhoods and operating the mediation on the field and on a daily basis. They represent an important link and a network of contacts between the city council, departments, other governments and partners on the field. They are actively involved in temporary use policy through their presence in the neighbourhood, the permanent monitoring and their unique position within the organization. "*if I don't hear from a project for a couple of weeks,* declares Marc Verheirstraeten, *I phone them right away*". Neighbourhood managers in particular and city administration in general work as broker between projects in search for spaces and temporary use opportunities. The economic department for instance plays an active role in matching vacant commercial spaces with temporary users. For instance they pooled different art and crafts single initiatives together so that they get the critical size to

temporary rent an empty shop in a commercial centre in the city centre (see box below).

Pop-up Shop on the Move

Pop-up Shop on the Move ©Strategic Design Scenarios

Bijou, a jewellery craftswoman applied for both a cheap and frequented selling space to the municipality. OOG, the single contact point from the city economic department, came-up with an original solution. OOG maintains a database of real estate offers and demands for private sector in Ghent. They pool together other demands similar to the one of Bijou and propose them to liaise together and rent a vacant shop in a shopping centre. The Pop-up Shop on the Move started with 7 craftsmen and artists all sharing the rent and the shopping space. They are now 14. The experience is successful and they are looking for another shop in which to expend.

Neighbourhood managers are key to governance evolution in the sense that they feedback both problems and innovative practices from temporary use projects to the city administration: *"volunteers starting a community garden are expected to match the administrative requirements and related paperwork of a space receiving public, this is too much for citizens shoulders,* comments Wendy De Man, one of the Neighbourhood manager in charge of the area. *The citizens organizing the Oude Dokken City Garden came up with an interesting solution: they swap ownership of the project with De Sleutel, an NGO supporting mentally challenged people. De Sleutel is taking care of the administrative work and in exchange the Oude Dokken City Garden receives members of De Sleutel for gardening activities"* (see box below).

Oude Dokken city garden

Oude Dokken city garden ©Strategic Design Scenarios

Oude Dokken is mostly a former industrial zone with some logging areas. Between a main road and a canal, on a vacant piece of land belonging to the municipality, a group of inhabitants started a community garden. The place is not ideal with the h eavy car traffic nearby but one of their first initiative, a Christmas tree adoption had a lot of success: many people from the neighbourhood and beyond came to plant their Christmas tree and let it grow until the next Christmas. The participants also grow vegetables in boxes, build a small summer café in a container and host a neighbourhood compost and a research project from Ghent University studying the effect of traffic and air pollution of urban farming.

In general, Neighbourhood managers and the Policy Participation unit enables policymakers to adopt a bottom-up approach in planning and decision making processes. In return, permanent contact with temporary use projects allows civil servants to learn from their practices and adapt progressively to their conditions and needs. As Els Lecompte, Head of the unit says: *"we are aiming at civil servants 2.0: who don't think from inside, flexible in their working hours and in their minds, ambassadors of the city administration on the field"*.

Opportunities and challenges for temporary use in Ghent

Strong temporary use brokerage

Brokering capacity is needed to develop temporary use facing complex urban situations and implementing integrated approaches. De Pastorie is an interesting example where this many tensions and interests in the St-Amandsberg neighbourhood crystalized around a former vicar house and side garden. The city administration ensured an active meditation to align short term temporary use experience within the longer term renewal of the area; coached the development of grassroots neighbourhood activities by De Pastorie association without overlapping with the municipal community centre nearby; supported the initiative to give visibility to its social benefits in the neighbourhood in comparison with the

economical benefits of selling the place for the municipality; helped to apply for subsidies from the Fund for temporary use so that the building match public reception standards; etc. (see box below).

Ghent's municipality demonstrated a strong brokering capacity to support temporary use. In particular the action of the Neighbourhood managers of the Policy participation unit is key: their neutral mediation allows navigating in grey zones understanding both the citizens' initiatives and municipal requirements in order to come up with the best compromise.

De Pastorie

De Pastorie ©Strategic Design Scenarios

The former vicar house and garden near the church in Heilig hartplein of St-Amandsberg neighbourhood, was used for a long period as storage by a charity redistributing food. De Pastorie, a citizens' initiative uses this vacant place to organise neighbourhood activities.

The place is a property of the municipality and the initial plan was to sell it. De Pastorie advocates for keeping this initiative as a resource for the area lacking of gathering place available for inhabitants and green place to organize open-air activities. The building is an old private house only usable exceptionally for public events. De Pastories applied and obtained subsidies from the city's Fund for temporary use in order to put the building to public reception standards.

From passive to active temporary use

Certain examples of temporary use in Ghent are intended as a bottom-up and open tools for urban redevelopment and neighbourhood regeneration. The case of De Site for instance is emblematic of a practice of letting-go to the communities, experimenting different usages of a vacant place. Through the intermediation of the city, the temporary use of this former brownfield proposed a mix of allotment gardening, sport events, cultural experiences, etc. to the communities around.

People progressively decided what they prefer and stir the development of the place (see box below).

This practice shows a tipping point from a top-down and passive temporary use where initiatives are invited to fit into a predetermined development scheme to a more open and active form of temporary use working as moment of experimentation contributing to the co-construction of urban redevelopment.

De Site

De site ©De Site archives

De Site is an old industrial waste platform converted in a lively meeting place. In 2007, the city, citizens and partner organisations in the neighbourhood started implementing different activities on the waste land: 80 city gardens, an open-air cinema, barbecues, a football field, a traffic park, a kids' farm, etc. attracting the population of the Rabot neighbourhood around to the place. In 2010 a local money the Torekes was launched: by working on De Site citizens could buy vegetables and other supply in local grocer's shops, restaurants.

De Site has involved citizens in urban renewal process who wouldn't have been involved through traditional participation methods. It has build a strong community, solidarity in the neighbourhood and it inspired the new large housing project "Tondelier" in development nearby: allotment gardens as the top success of De Site will be incorporated in the new housing project; a 'neighbourhood management' will be launched where neighbours guarantee organisation and management of public green, city gardens, plug-in-zones, barbecue zone, sport facilities, youth services and waste collection.

Strategic experimentation

The experimental dimension of temporary use is likely to be more strategic and go beyond the initial goal of reusing a vacant place. In the example of Living Streets for instance, the temporary use is mean to be more that the actual occupation of

certain streets of the city by the neighbourhood community during summer time. Living Streets is an experiment that enables citizens to temporarily transform their street into a sustainable place they've always dreamed of. Trojan Lab, the independent network of collaborating citizens, businesses, governments and organizations organizing the Living Streets, shows trough practical experience that structural changes towards new and more sustainable way of living are possible and so-doing stimulates the sustainable transition in the city (see box below).

"We do a lot of experimentation but in separate way. What we are lacking mostly is synergies between experimentations in the same area…" declare Karl-Filip Coenegrachts, Chief Strategy Officer of the city of Ghent , calling for a more strategic dimension in temporary use experimentations.

Living Streets

Living Streets ©Living Streets archives

During the summer periods some streets are turned into a beautiful lively meeting space covered with green carpet, plants, playgrounds for children, shared meals and a whole range of activities that cannot take place when streets are only used for traffic. In 3 years of existence the participation passed from 2 to 10 to finally 25 living streets in Ghent increasing also the duration of the event from one month initially to 3 months in 2015.

Living Streets, winner of the Flemish Price Urban Development (Thuis in de Stad prijs) are a laboratory, searching for solutions to help accelerate a sustainable City.

Approach and composition of the URBACT Local Group

The composition of the ULG will privilege the attendance of different roles (networkers, pioneers grounded in the city, brokers in administration, politicians, academics, etc.). It will emphasize cross-fertilizing between different city domains (social, economic, environmental, governance, cultural).

The city visit of the Lead expert was the occasion for the city to organize a stakeholder meeting with about 20 people half representative of different temporary use projects in the city and the other half from the city administration and in particular from the Policy Participation unit. The scope of the meeting was two-fold: on the one hand, to present REFILL project and engage participation in the URBACT Local Group and on the other hand to get a round of bottom-up evaluation of Ghent's Fund for temporary use.

Ghent's URBACT Local Group future composition should include:

Politicians:

- Daniël Termont, Mayor Ghent

City administration:

- City Secretary (Town Clerk)

- Strategic Coordinator

- Human Resourcement

- Neighbourhood manager, Policy Participation Unit

- Department of Economy,

- Urban Development, Urban Renewal, City Agent Development

- Facility management, Real Estate

- Members of the Fund for temporary use (Departments of Culture, Social Affairs, Environment, Youth)

Citizens' initiatives:

- De Site

- Dok

- Lab van Troje

- Zwart Wild

- Fietskeuken

- Kerk

- Ledeberg Doet Het Zelf

- Pastorie

- Gardening project

- Pop –up shop operator

Project developers:

- Revive

Initial focus of the Integrated Action Plan

1) Ghent aims to develop further into **a citizen-oriented eco-system** where pioneers and citizens are confident in taking initiative, experimenting and coordinating temporary use in our city of Ghent. The URBACT Local Group outlines following concrete objectives:

- elaborating the facilitating role of the city (i.e. *towards* active citizens connected to TU, creating comfort and safe atmosphere for citizens/TU/social innovation);
- simplifying and creating facilitating legal frameworks (i.e. spatial implementation plans, commercial regulations, safety and fire regulation, local vs national/European framework, meaning to temporality in legal discourse) ;
- matchmaking between real estate owners and local initiatives (Public-private management, ownership structures, demand vs availability matching, visualisation of benefits of TU for owners);
- centralising an overview of needs/demands and of potential vacancy in terms of temporary use (offices, private emptiness, rest area, available space between dens building blocks);
- sharing knowledge on local level (learning platform, working visits, local field trips…);
- diversifying users, angles (economical–environmental-cultural-social) and target groups connected to the practice of TU and by extension social innovation;
- taking a step further - by involving more divers, well-chosen stakeholders (sport, university, design, economical partners, private owners…); and,
- Investigating the possibilities of organizing TU-calls to open up to more divers target groups;

2) Ghent wants to learn more on **ensuring long-term effects of temporality**. The URBACT Local Group outlines following concrete objectives:

- looking for possibilities to incorporate elements and insights deduced out of temporary use in the permanent urban development following the principles of 'slow urbanism';
- creating conditions for organic growth, (connected with a bottom up process), facilitated by the government;
- taking advantage of using temporary use and temporality as a laboratory, as an experimental tool for experimental learning in coalition citizens-government; and,

- exploring the <u>citizen-oriented possibilities of active/steered use</u> of temporary use in urban development processes (i.e. calls).

3) Ghent gets inspired by the experiences/cases/knowledge on TU and social innovation connected to it, on **changing into a more open and flexible organisation** inside the city administration. The URBACT Local Group outlines following concrete objectives:

- the <u>broker role</u> of a neighbourhood manager as a way to renew the role of civil servants (in coalition, integrated approach) ;
- creating as a government<u> a network </u>with smart citizens, multiple partners and smart initiatives; and,
- searching for a <u>governmental atmosphere which allows to experiment</u> (and making mistakes), trial and error.

VI.   HELSINKI'S PROFILE (FINLAND)

Main characteristics of the town

Helsinki is the capital of Finland. Finland's rapid urbanization in the 1970s, occurring late relative to the rest of Europe, tripled the population in the metropolitan area. It is now a city of some 620,000 inhabitants and is ranked systematically as one of the most liveable and smart cities in the world.

Helsinki is Finland's major political, educational, financial, cultural, and research center as well as one of northern Europe's major cities. Approximately 75% of foreign companies operating in Finland have settled in the Helsinki region.

In 2009, Helsinki was chosen to be the World Design Capital for 2012 by the International Council of Societies of Industrial Design, narrowly beating Eindhoven for the title.

The city has systematically opened up thousands of open data sets (www.hri.fi/en) and - with the robust support of Mayor Jussi Pajunen - has profiled itself as a leader in transparency and accountability by opening up the municipal decisions (some 13,000 decisions in 2014) and city expenditures (on a per-purchase basis).

The strategy of Helsinki City is divided into four main areas: (1) to promote well-being of residents, (2) Helsinki full of life force, (3) functional Helsinki, and (4) well-balanced economy and good management. Democracy and participation are linked with all four issues.

Main characteristics in terms of temporary use practice

Temporary use taps into Helsinki's strategy as it aims to transform spaces that are under-used or unused into functional spaces that bring new life to forgotten and neglected public spaces.

The city works as "enabling agent" on innovation pop-ups, and start-ups have delivered services like pop-up service containers and crowd-sourced logistics in particular in the redevelopment area of Kalasatama. City provides space that waits for construction for these temporary service trials. It has also projects starting on better use of the city-owned spaces (in and outdoor), and is developing service for multi-use of schools etc.

Founded by active citizens of Helsinki in 2011, The Restaurant Day event (Ravintolapäivä) invites people to put up their own restaurants, cafés and bars for one day only. The movement is intended to promote and celebrate food culture. The Restaurant Day Helsinki model gain immediate popularity and now takes place worldwide four times a year, and over 3600 one-day restaurants by estimated 12 000+ restaurateurs have catered for estimated 180 000+ customers in the past

Restaurant Days. In addition to that, there is Cleaning day (siivouspaiva.com/en/) and other pop-up day-based events.

In addition the city has several other temporary public space pilots such as "Citizens street" (Vaasankadun kävelykatukokeilu), which consisted of closing streets to traffic for usage by local citizens' activities.

The city if Helsinki encourages such type of initiatives, which are linked to its four points strategy and to its overall aim of promoting democracy and participation. Nevertheless there is no integrated strategy of action plan directly addressing spaces temporary usage.

Temporary use as an asset for neighbourhood revitalisation

The city of Helsinki has conducted several experiences of temporary use in particular within the redevelopment of former industrial activities. For instance the Kalasatama harbour area was open for temporary use between 2009 and 2011. Many grassroot in initiatives took place. This success was very beneficial for the marketing and communication of Helsinki. But after these 2 years, the process ended and not much of what was achieved through temporary use at that time was kept in the redevelopment project of the Kalasatama area(see box below).

Kalasatama Temporary

Kalasatama Temporary ©Kalasatama Temporary archives

Before the redevelopment of the large Kalasatama former harbour area started, the place was open for temporary use. Between 2009 and 2011 a series of citizens' engagement activities took place to both attract the population to the area and to collect grassroots input to its redevelopment. Sunday Morning Brunches during the Flow Festival stimulated the social conversation between citizens living around. The Dodo environmental organization supported the creation of pop-up food gardens in Kalasatama. Marine containers were installed to store material used for the organization of cultural events and concerts. The fence protecting the workplace

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was covered by graphers artworks. A skate park has been developed to attract youth. Despite a low budget, the Kalasatama Temporary process got a great success echoed in the international art scene.

Temporary use and urban redevelopment processes seemed to develop separately on different tracks and by different actors. Beyond an tactical opportunity to organize activities in public space, temporary use may be used as an activator of an area. This is the case for instance for the Teurastamo Food Area. A group of entrepreneurs operating in the food area and the city administration joint to develop a food district in the former Helsinki abattoirs. The place is aiming at attracting part of the population settling in the Kalasatama redevelopment area nearby. The yard between the former abattoir buildings now occupied by gastronomies, restaurants, food school and tasting place is available for temporary activities and organisation of events (see box below).

Teurastamo Food Area

Teurastamo Food Area ©Teurastama archives

Teurastamo, the Helsinki Abattoir from 1933 is reborn with a food makers project. The slaughtering stopped in 1992 and butchery activities declined progressively. New food and non-food related cultural creative began to settle in a progressive redevelopment of the place. The vision for the initiative focuses around a place for modern food and urban culture in town. So far 12 businesses settled there including a food school, restaurants and food shops, a distillery and a coffee rostery but also non-food related activities such as a city radio and a moviemaker. In order to attract Helsinki's population in this remote place, the yard between the buildings has been opened for temporary use. Anyone can organize an event from Word Wild Fund to pop-up libraries or different kinds of street markets. A communal barbeque grill is at everyone's disposal and urban gardening has taken place at the area as well.

Other lighter temporary use activities should be mentioned for their capacities to question the use of urban public space. The Sompasauna for instance is a grassroots initiative to build a free sauna shed near the water in the Sompa neighbourhood.

After rocky negotiations with the city administration it is now a legal temporary use paying a symbolic rent for the small peace of waste land occupied. This informal and original sauna is having a growing popular success and other "wild saunas" are popping up in Helsinki area and beyond (see box below).

Sompasauna

Sompasauna ©Sompasauna archives

Sompasauna is a wood burning self-service free sauna in Helsinki built and maintained by a group of volunteers and by the users themselves. Day and night in the summer season people drop by with a loaf of wood, enjoy a sauna and a swim in the water. Joha Gronvall initiator of Sompasauna describes it as an activist initiative and a way to reclaim public space for citizens. The adventure started in 2011 when he found an old sauna stove and with friends improvised a sauna along the water in the Sompa area. They enjoyed the sauna for the summer and the police came and destroyed it. They rebuilt it the next summer and it was again destroyed. In the mean time the voice spread and the number of regular users grew-up to a few hundreds including people from 25 nationalities. For its third reconstruction Sompasauna get an agreement with the city: they had to create an association in order to collect money from the sauna users and pay 100€ per 6 months for the renting of the 100 sqm of wild public space along the water. Despite the complicated and somewhat superfluous paperwork for such a light and democratic initiative rooted in the Finnish cultural practices Joha Gronvall is working at the expansion of Sompasauna in other places in Helsinki and liaising with more promoters of free saunas in the world. The initiative just won a Culture Prize from the City of Helsinki.

Despite it is not a temporary use in the strict sense of the term the Oranssi community is showing a great example of participative renovation process of vacant and degraded properties. Oranssi is a social project based on the renovation of housing buildings and of a cultural centre by unemployed and students. The renovation is focusing lower comfort standard (collective shower and toilets) and using recycled

materials. It shows a way to match the high level of construction standards expected in Finland and the limited renovation means that are characterizing temporary use (see box below).

Oranssi

Oranssi ©Anu Brask; Strategic Design Scenarios; Oranssi archives

Oranssi means the orange colour in Finish. The movement started in the 90s as a social and squatting activism in Helsinki and other Finish cities. Oranssi developed from start 2 main orientations: social logging and support to cultural and artistic activities. The association rented first and progressively acquired apartment houses in 11 locations in the city. Volunteers worked to renovate the places in exchange of access to low rent logging. Now Oranssi Apartment manages 63 apartments hosting 120 people. They target youth under 25 and benefits form preferential rents and support from the city in exchange of providing social loggings and community building through collective self-renovation work.

The current Oranssi location in the Kalatasama area works as a cultural centre. After 5 years of renovation of this old industrial building by volunteer unemployed youths and students, the place offers free spaces for rehearsal and organisation of small shows. The self-renovation by volunteers, lower comfort standards and use of recuperation materials allowed Oranssi to renovate places 3 to 4 time cheaper than market price.

Temporary use as an asset for social change

Temporary use in Helsinki is connected with the dynamic cultural movement. One of the emblematic example results in the now very well known Cable Factory Cultural Centre (Kaapelitehdas). The centre started with artists settling in the former building of the Nokia Kaapeli open for temporary use. The resulting concentration of artists in this huge building made of the place *de facto* a cultural centre and the temporary use has been turned into a permanent cultural centre with the support of the city of Helsinki (see box below).

Cable Factory Cultural Centre

Cable Factory Cultural Centre ©Kaapeli archives

The Cable Factory is the largest cultural centre in Finland. It houses 3 museums, 12 galleries, dance theatres, art schools and a host of artists, bands and companies. As the cable production was moving out of the building in the 80s, Nokia Kaapeli started renting the premises at very affordable rates. Plenty of artists and businesses moved in to the Cable Factory, as they were able to secure working spaces as well as spaces suitable for performances and exhibitions. During discussions between the owner of the building and the municipality of Helsinki the concerned tenants of the Cable Factory founded Pro Kaapeli, an association to promote the idea that the building and its newly found artistic community were unique and too valuable to be wiped away. In 1991 an agreement was made with Nokia and the City Council decided to protect the Cable Factory and its milieu. The Cable Factory has been recognised as a new, independent, European art centre member of Trans Europe Halles network.

More recent examples of cultural projects are questioning the practice of temporary use in Helsinki.

The former Lapinlahti Hospital has been opened for temporary use at the end of 2015. It is now occupied half by artist studios and half by social project supporting mentally challenged people. The temporary use contract is limited to 2 years but the promoter of the cultural project intends already to stay more: they are rushing to make the place another welcoming cultural centre for the population living nearby with a cafeteria and a restaurant to profit from the large park near the water in which the Lapinlahti Hospital is situated(see box below).

Lapinlahti   **Hospital**

Lapinlahti Hospital ©Strategic Design Scenarios

The old Lapinlahti mental illness hospital is empty since the mid 90s. The city owns the historical building and the park around near the sea and has plans to sell it for redevelopment. Since 2013 2 projects – a culture hub and a day care centre for mentally challenged people – are lobbying to enter in a temporary use of the place. After long negotiations, the municipality agreed for a 2 years occupation and reduced rent. In January 2016 both associations entered the place. The rehab association installed an auditorium and a small café. The culture hub project already sub-rents rooms to 70 art and craft activities. It is installing an organic food shop and reorganizing the former kitchens of the hospital in order to open a pop-up restaurant. Both intend to create social and cultural project and a welcoming meeting place for the population of Helsinki hopping to seduce the city, to extend the temporary use period and possibly to transform it in permanent stay.

Made in Kallio is another case of cultural initiative in search for space in the city. The initiators of the project where aiming at getting temporary use access to a former warehouse in the Kallio neighbourhood. In the meantime that they were knocking at the city door to investigate the possibility of accessing to this place, they rented a smaller space nearby in order to kick-start the project and to be ready when they would access the larger space. Negotiations seem in stand-by. The warehouse is still empty but the city administration doesn't seem so far to be willing to give access to it despite the success of the Made in Kallio initial space (see box below).

Made in Kallio

Made in Kallio ©Made in Kallio archives

Mia Cehti and Jon Sundell are at the start of the Made in Kallio project. With a group of other cultural activists they started in 2012 with the project of setting-up a cultural centre. Living already in the Kallio neighbourhood they focused their attention on the Kruununmakasiini, a 2000 sqm former storage building owned by the municipality and empty since 10 years. Their idea was to host multiple art and craft creatives and organize cultural events in the same place.

In the meantime they were negotiating the access to the building they decided to start the project and rent a former café in the same area. They opened Made in Kallio, in smaller 340 sqm space rented at commercial price with the idea to start the activities of their cultural centre and be ready to transfer them to the new building when it would be available. "*Our intention was to open a large cultural place,* says Jon Sundell, *and this smaller place would have been a trial*". In the last 3 years Made in Kallio has hosted a local TV studio and journalists' start-up, fashion and shoe designers, a carpenter and a makerplace and organized many events from music concerts to business start-up workshops and conferences on circular economy. The place has a lot of success. Unfortunately no progresses have been made in the negotiation of the larger space with the city. "*There are no plans for the redevelopment of this building and we are bouncing between 4 different departments of the city administration,* says Jon Sundell, *so we are about to give - up*".

Following the example of the Cable Factory Cultural Centre, the case of the Lapinlahti Hospital shows how stakeholders are leveraging on temporary use to force the municipality to allocate spaces in the city. And the difficulties of the Made in Kallio project to access vacant space for temporary use is maybe due to the resulting prudence of the city administration to open temporary use.

Temporary use as an asset for governance evolution

Helsinki is home to some reputable pop-up movements, such as the "Restaurant Day" and is counting various examples of temporary use as presented above. There are clear restrictions and limitations arising from national legislation and municipal laws for the temporary use of spaces, especially when there are potential health hazards (asbestos in the materials, poor ventilation, etc), inadequate safety features (escape routes in case of fire, etc) and other issues. There is a wide understanding in Helsinki that there are too many norms and restrictions in general and that these norms have piled creating situations where - unintentionally - many kinds of activities are not possible when the norms are applied without consideration.

The focus of the city administration is more oriented towards unlocking unused or underused spaces in public services. Helsinki city mayor Jussi Pajunen is a strong backer of the city movement towards open data, transparency, democratic participation and accountability. Therefore there is a strong political support towards citizen engagement, opening up city services, fostering of innovative business models and uptake of innovative digital solutions by the public sector. Several city departments are backing the usage of public spaces, such as the Deputy Mayor in charge of real estate, Anni Sinnemäki, as well as the departments of culture, youth and the library network. Together they represent the majority of public spaces in the city. Their interest lies with the uptake of innovative approaches for increasing the temporary usage of public spaces and promoting national level legislation in accordance. The Central Library in Helsinki is certainly an emblematic example opening up the place for multiple use, equipping the library space to produce media, intensifying its use opening it in the evening, etc. (see box below).

Libraries in Helsinki

Libraries ©Helsinki libraries archives

Libraries of the city are not anymore silent places where people read books: in 75% of the cases they are not used to consume media but to produce media. The Centre

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Library for instance is hosting 4 to 6 public events per week 90% of which are produced by the users of the library themselves. The space still contains books and media. It also provides access to music studio, video equipment, 3D printers, graphic studio, meeting rooms, workspaces, space to rehearse theatre, organize a music show or improvise a talk. All of that is accessible through the new city online reservation system. The platform is organized by activities – what do you want to do? To sing? To create music? Etc.- and offers in a user-friendly way free booking of any available public resource that citizens may need. *"before we were hiding public facilities,* says Kari Lämsä, Head of Department of Helsinki City Library, *now we try to make public resources visible and available: we acknowledge that citizens were not only users but owners of these public goods"*

The development of temporary and easy access to underused places is also taking place in the private sphere. Helsinki Mushrooming for instance is an initiative in line with the sharing economy trend applied to office spaces: architecture, design, urban planning community are offering temporary use of their underused office space. They developed an online booking platform that is now serving more than 5500 users in Helsinki (see box below).

Helsinki Mushrooming
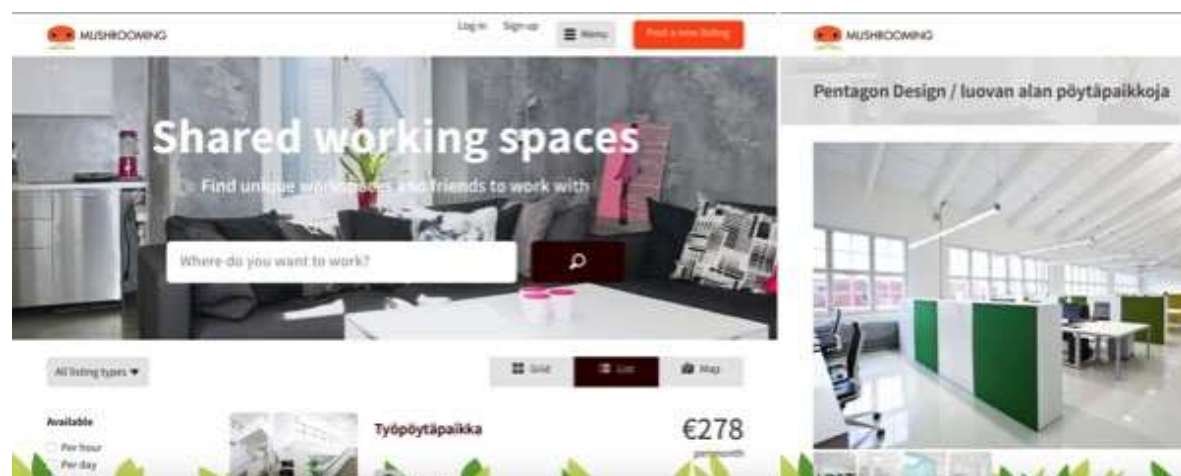
Helsinki Mushrooming © Helsinki Mushrooming website

Inari Penttilä is an architect and one of the initiators of Uusi Kaupunki, a collective of 12 architect offices. Uusi Kaupunki is promoting participatory urban design organizing workshops with citizens both to balance top-down urban planning and to trigger new projects for the collective. They foster experimentations around the idea of temporary installations from a pop-up hotel in an empty building to urban gardens on the roof of former Nokia headquarters. They also started Helsinki Mushrooming, a service that lets you book available co-working spaces in creative companies. Mushrooming started within the collective and now it extends through a Facebook group to more than 5500 users in Helsinki.

The focus in Helsinki in changing the governance to intensify the use of public services and assets including space culminate in the experimentation of new public services. Smart Kalatasama is a series of pilot projects of new collaborative public services leveraging on the redevelopment of the Kalasatama area to use it as an experimental zone (see box below)

Smart Kalasatama
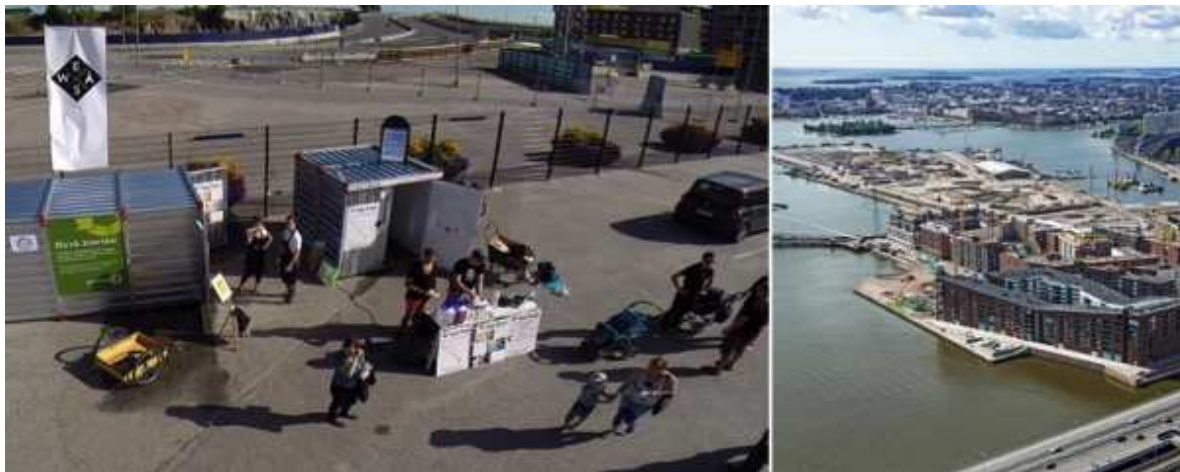
Smart Kalasatama ©Forum Virium & Smart Kalasatama archives

The new Kalasatama area of Helsinki is an experimental innovation platform to co-create smart urban infrastructure and services. This centrally located old harbour area is developed flexibly and through piloting, in close co-operation with residents, companies, city officials and other stakeholders. Among the services in experimentation PiggyBaggy for instance is social delivery solution: a ride-sharing based mediation service where people transport each other's packages along their daily commute or shopping trips. Joustotila, is a new way to use and reserve empty space (collective spaces common rooms included in apartment buildings etc.) within the citizens of the Kalasatama area. Also an augmented Local Exchange Trading System, a domestic waste reduction system, a trash management scheme and other community-based solutions are piloted. Forum Virium Helsinki, the smart service development agency of the city is organizing experimentation frameworks, provides design support and subsidies for service start-ups to test their ideas.

Opportunities and challenges for temporary use in Helsinki

Intensifying multiple use of public assets

The city catalysed a series of assets around user-centred service design. It leverages for that on the Helsinki Design Capital 2012; on the engagement of Aalto University in *design thinking* approaches and *Design for Government* new program; on the experimental innovation platform to co-create smart urban infrastructure and

services driven by *Forum Virium Helsinki*; on the presence of independent skills co-creation such as *Demos Helsinki, Urban Dream management*, Yhteismaa, etc.

Temporary use is then rather seen in Helsinki as a way to improve public services: multiple use of public places such as facilitating access to schools when they are not used; intensification of use of public services such as enlarging the focus of libraries from passive consultation of knowledge to active media production place; etc. This angle to approach temporary use is stretching the focus of REFILL form vacant places in the city to include unused public assets. It raises attention to a lower level of granularity to explore reuse (i.e. smaller scale places; shorter periods of time; other public assets than spaces, etc.). The smart city engagement of Helsinki shade light on how smart systems could support temporary use and facilitate it as a public service.

Getting temporary use on the city agenda

In 2008, Hella Hernberg, independent architect and designer wrote her thesis on temporary use. She worked on examples from Berlin as at that time temporary use was not known in Helsinki. Between 2009 and 2011 she was engaged in Kalasatama Temporary process and for her: "*Kalasatama temporary was recognized as a great success for the marketing of Helsinki but the city nether grasp the strategic value of temporary use*".

She worked at the Finish Ministry of Environment as expert at the temporary use. She led then the writing of a report focused on temporary use as a sustainable strategy for the intensification of use of unused urban spaces.

All ingredients seems to be there in Helsinki for a development of temporary use: vacancy issues such as the empty million of square meters of offices in Espoo, large redevelopment area such as Kalasatama, Pasila, Jätkäsaari or Kruunuvuorenranta, a culture of citizens' engagement and user centred design, etc. Despite all these assets temporary use doesn't seem to be regarded for its full potential yet.

Stakeholders met during the city visit put forward different reasons: temporary use has not been regarded as a tool for urban planning as it has been traditionally applied so far in the city. Real estate owners are not aware of benefits that temporary use could bring to them. Temporary use is difficult to apply for many reasons ranging from very strict building and security regulation to the cold climate requiring a minimum of comfort to occupy a vacant place during the long winter period. It would be interesting with the contributions of the URBACT local stakeholders group to further investigate the current barriers and potential enablers of temporary use in Helsinki.

The case of Espoo seems to be emblematic for a strategic implementation of temporary use: The office stock is large but not particularly attractive. It is situated within the metropolitan area but quite far away from the city centre. Ways of working in offices have evolved and these office building doesn't suits any more

companies needs. The city is lacking of housing but reconversion of these offices into logging would be expansive. Owners would prefer more quick wins and city planners tends to keep the office stock for further business expansion of the city. The really is so far a huge surface of unused spaces that costs for maintenance and doesn't seems to attract anyone. City of Espoo will be served soon by the metro and may be more accessible for inhabitants. The proximity of the new Aalto University campus is likely to trigger the incubation of start-ups and the development of small and medium size enterprises. Opening-up some of this offices stock for temporary use experimentation may raise innovative ideas and trigger the strategic conversation on what to do with this partially dead zone of the capital area.

Opening-up temporary use

Helsinki demonstrates a series of assets in the evolution towards more open governance that could be profitable for temporary use practices.

The city shows an advanced position in opening public data. This process could allow an efficient and fine mapping of vacant spaces in the city. The opening up the data regarding city-owned buildings will add to the impressive catalogue of publicly available data sets.

The co-design process of new public services of Smart Kalatasama suggests that a similar process could be applied to unlock temporary use practices. A matchmaking platform similar to Helsinki Mushrooming could be developed between owners and initiatives looking for empty spaces. Even if setting-up a temporary use contract requires generally human support and expert mediation a light online tool could certainly help to give visibility to offers and requests and work as an initial contact opener.

The emphasis on user-driven approaches and experimentation-based development of the city should advocates also towards temporary use as a tool for urban planning experimentation. The presence of developers including temporary use in their strategies such as *Renor* will create also a favourable context.

The experience of Helsinki in design for policy through the former SITRA driven *Helsinki Design Lab* has brought interesting results in particular through blending design skills and policy-making practices. The policy innovation requested to facilitate the practice of temporary use could benefit from such a design-driven approach.

The starting *Design Driven City* project will set a new *Helsinki Design Lab* and will include *Opening-up Spaces* as a key topic. This 2 years process is primarily targeting civil servants and better use of public places but it is certainly an occasion to explore also temporary use practices.

All together this promotion of open and transparent, bottom-up and responsible approaches could efficiently enable temporary use practices.

Approach and composition of the URBACT Local Group

The URBACT Local Group in Helsinki should gather participants from the following structures:

- Deputy Mayor Anni Sinnemäki (Real Estate and City Planning)

- Helsinki city departments linked to public spaces management, innovation and development, entrepreneurship and regulations, namely:

    o Economical and legal,

    o Real estate,

    o Culture,

    o Youth,

    o Library

    o NewCo Helsinki service departments

- Helsinki Region Urban facts who manages the city open data sets.

- Other city units and related stakeholders can join in accordance with the need.

Initial focus of the Integrated Action Plan

The new district development is done in a citizen-driven way, and the city is thinking and needs to think more about how to enable phenomenon of temporary occupation of public space (like Restaurant Day event) and innovations in collaborative services (like Piggybaggy).

Helsinki Integrated Action Plan will focus in particular the following questions:

- What are the digital enablers and barriers for temporary use? (E.g. open data?)

- What are the regulation enablers and barriers? (E.g. too strict interpretations of legislation in building environment and security)

- What are the administrative departments enablers and barriers? (e.g. different departments own the lots and give permits to it)

VII.   NANTES'S PROFILE (FRANCE)

Main characteristics of the town

Nantes metropolitan area (Nantes Metropole) in the West of France is, with more than 600,000 inhabitants spread across 24 municipalities, the 6th largest French metropolitan area. Nantes is also a youth-friendly city (36% of the population is under 25) and boasts a vibrant economic dynamism. Regularly quoted in newspapers as being one of the nicest cities in France, Nantes is also renowned for being a rich, lively and innovative city. Nantes is the first metropolitan area in France in terms of job creation and its unemployment rate is two points lower than national average. It is France's 3rd largest industrial city and 2nd most successful city in terms of employment and growth.

In 2013 Nantes was awarded as Green Capital of Europe in 2013, and it is home of the French Tech, a platform by the French government to promote ICT start-ups.

Main characteristics in terms of temporary use practice

Situated on the Loire river and accessible from the sea, Nantes played an important role as a port in French history. From the middle of the ninetieth century, the shipbuilding industry started to develop and brought Nantes as a world key player in this field. The late 80s witnessed the decline of the sector with the growing competition of the emergent economies. In 1987 the closure of the Atlantic shipyards was a traumatic turn for Nantes with a significant impact on employment in the region.

The disappearance of the industrial activities related to shipbuilding opened a geographical and psychological breach in the territory. It left a brownfield to be reinvented in the west of the former industrial island on the Loire near the city centre. It also revealed the strong ties between Nantes residents and their history, ties that prompted the city to decide on the "Island of Nantes" project and to begin in the early 1990s, the rehabilitation of the area. Today it is one of the largest urban regeneration site in Europe.

Temporary use practice developed in particular in Nantes on the island as an opportunity to redefine the narrative of the territory while engaging different stakeholders and creating a sense of ownership in the process of building the city. It has been mainly undertaken in public spaces and it is part of a more global strategy for the urban planning in Nantes.

Temporary use as an asset for neighbourhood revitalisation

The master plan on urban redevelopment devised by the urbanist Alexander Chemetoff in the 90s' founded the concept of the "Island of Nantes" that was not

perceived as such before. It introduced at that time in urban planning the idea to work with the industrial heritage. He also encouraged the consubstantial development of the cultural project with the urban planning. The redevelopment of the island was marked by the organisation of Les Allumés, a large art festival that had as an externality to draw the attention of the population on this dismissed area. It marked the beginning of a continuous interaction with artists and creatives from street art companies such as Royal de Luxe hosted in the shipyard of the island to the development of urban journeys such as Le voyage à Nantes (Journey across Nantes) or Estuaire (linking the city of Nantes with the city of Saint-Nazaire and the sea).

Temporary uses of vacant buildings allowed to generate space for this artistic and popular creation to develop. It created a set of buffer areas in the regeneration of the brownfields to promote the resilience of the urban ecosystem, to help the city and its inhabitants to integrate the changes and to adapt. The experience of Les Halles Alstorm is emblematic of this interwoven cultural and urban development through temporary use. Les Halles, a 25000 sqm industrial building was chosen to host the SAMOA, the development agency of the island of Nantes. As Jean-Luc Charles, Director of SAMOA says, *"the agency with a few employees at start felt a bit lonely in this huge building and it opens the empty spaces for temporary use to artists and creative entrepreneurs"*. These fruitful 10 years experience of temporary use generated a strong dynamic of innovation, boost the attractiveness of the island and gave birth to the Creative District concept in Nantes (see box below).

Halles Alstom

Halles Alstom ©Strategic Design Scenarios

One of the core historical buildings of shipyard history in Nantes, Les Halles stopped definitively its activities in 2001. For 10 years they hosted the SAMOA, the development agency of Nantes' island. These huge spaces were given for temporary use to culture and creative industries. They hold residences of artists, multiples events and festivals. This mix of competences cross-fertilized, developed joint projects and revealed to be a fruitful post-industrial and digital innovation melting pot. The concept of Quartier de la Création (Creative District) emerged from

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this experience and became the red thread of the redevelopment of Nantes' island. In 2011, the creative companies migrated to other parts of the island and the redevelopment of Les Halles started to host the fine arts school and university buildings, a hotelling for enterprises and third place, a restaurant, the city Creative District cluster and the regional design innovation pole. The new complex of building intends to keep the DNA that pioneered the Creative District Cluster hosting multiple creative start-ups and more mature companies, a research and innovation platform and large cultural and artistic events.

The original configuration of the island's development agency also very much contributed to the successful integrated redevelopment of the place. The local authority assigned to SAMOA the task to coordinate the operations on urban regeneration, including the temporary uses of the brownfields. SAMOA holds the full responsibility to define the destination of uses of the spaces to redevelop, in coordination with the local stakeholders. It is equivalent to a public body under the EU regulation. It has an annual turnaround of some 10 million euros, generating 200 million euros of additional value in the metropolitan area. Its funds derive from a contract with the local authorities and from the revenues generated by the real-estate operations.

SAMOA is divided in 2 branches, the urban planning unit and the Creative District cluster. These two units employs 30 people, 20 are urban planners, architects and civil engineers, working on the hardware of the urban regeneration, and 10 employees are cultural managers working on the software and the cultural and economic development of the area.

This unusual configuration allows urban and economic development to work together on capacity building on entrepreneurship of creative professionals and on the intangible assets of the overall creative "place-making" project. SAMOA works as a "citylab": on predefined time-windows (usually of 5 to 10 years) it tests new uses of the public space and then deploys them in other areas of the city, if they can guarantee a positive impact and value for money.

The Mayor of Nantes is the President of SAMOA. Temporary uses have been a characteristic in Nantes urban planning since 1989 with the arrival of the Jean-Marc Ayrault's administration. It is now completely integrated in the DNA of city redevelopment practices.

Temporary use as an asset for social change

The Island of Nantes is going through a regeneration process mostly concentrating on creative professionals, researchers, students and artists. The large public was so far more targeted as visitors: inhabitants from Nantes and tourists enjoying events from the street art companies hosted in the former shipyard buildings or concerts in the series of bars at the extreme South of the island.

L'Art est au nefs (Art is at the shipyard), a 3 day exhibition and « garage-sale » with local contemporary artists in the former shipyard is an example of redevelopment strategies through organizing temporary events and activities that both take advantage of the vacant industrial heritage and develop emotional linkage with the place (see box below).

L'art est aux nefs, "garage-sale of contemporary art"

L'art est aux nefs ©SAMOA

L'Art est aux Nefs is a contemporary art exhibition in the shape of "garage sale". The concept is to invite local artists to sell quality artworks with capped price. The event includes an auction show and take place during a weekend under the former shipyard where the famous collective Royal de Luxe settled it's workshop and demonstrations of giants puppets. L'art est aux nefs benefits from the large flow of local visitors and tourists to propose contemporary art at accessible prices below 100 €. From the first edition in 2013 to the third edition the participation of artists has more than doubled and the operation is kept light and financially neutral with the participation of a small sponsorship.

The next phases of redevelopment of the island are now also aiming at active involvement of citizens and co-development of temporary use initiatives with them. Green Island is the main initiative. It is born as an event of Nantes Green Capital 2013 with a call for ephemeral installations on different spots of the island (see box below).

Green Island 1

Green Island 1© SAMOA

First iteration of Green Island is born as one of the activities within Nantes Green Capital 2013. The core idea was to call inhabitants of the city to propose temporary projects investing vacant spaces on the island. In this framework 12 initiatives have been selected from the open call exploring the topics of sustainable living and green city: vegetable gardens in boxes; a corn field on a derelict land; a music kiosk and chicken farm; open lounge areas facing the river and organisation of collective brunches, etc.

After the success of Green Island 1, a second edition has been launched to run different sites on the Island between the end of 2016 and 2020. Green Island 2 is devoted to find a more inclusive and sustainable model for the Smart city strategy. Every site (already defined) will host every year an experimental activity on a specific theme related to the urban regeneration. This means to activate a new set of partnerships on the 12 different spots, involving public authorities, researchers, students, neighbours, the employees working in the proximity of the site, artists and professional of all creative subsectors. The estimated cost of the overall action is 11 million euros. One team of mixed stakeholders will deliver one experimentation per year on every site and a non-profit association of cultural professionals will coordinate the animation, the matchmaking of competences and the delivery of the outputs related to each theme.

The temporary use approach will be used for instance to co-design and test innovative playgrounds for kids and sports activities; experiment pop-up facilities specific for a micro-district; etc. A plant nursery will also allow both prefiguring the large urban park planned for the West part of the Island and involving the large public in urban green maintenance and choice of essences (see box below).

Green Island 2

Green Island 2 ©SAMOA

The success of the first edition of Green Island called for more citizens' involvement and projects better articulating with the future redevelopment of the island. Green Island 2 kept the temporary use as common denominator in the sense of experimenting new usages while developing the projects and consolidating them only when they have proven that they work with the population and they are effectively used. For instance, new playground and sports areas will be experimented on the tracks of the successful realisations emerged from the annual contemporary art journey Le Voyage à Nantes. A plant nursery will test essences of plants and trees better adapted to the island and prefigure and produces the trees for the future urban park that will be developed on the West part of the island, etc.

With Green Island experiences, SAMOA and the Nantes' island redevelopment process intends to learn to better collaborate with citizens and to familiarize co-design methods. The approach intends to innovate from so far city-led development processes. It aims at involving collective of citizens and representatives of the civil society at each steps of the redevelopment and let them manage the process and take initiatives. For Emilie Jeanniot from the Urban Planning team, this is a deep-dive in bottom-up approaches of urban planning with the intention to experiment 360 degrees: "*we'll try to let it go, engage large popular participation and at least make sure that collaborative methods will be embedded in SAMOA*".

The strategy to achieve this shift towards bottom-up dynamics for social change will bet again on now well established and proven process based on: multi-stakeholder experimentation; ephemeral tests; temporary experimentations along the project development; and finally freezing successful results into permanent infrastructures. Green Island operation will call for the resources already available in the Creative District and in particular another category of stakeholders focused on coproduction with citizens, collective intelligence, *Education Populaire* (non-formal public education), user-centred design, etc. *Les Badauds Associés* is one of these structures hosted since 5 years in the former Aire 38 warehouse. It is an interesting example: it is

both a stakeholder involved in the city redevelopment through the large shed made available to them through temporary use and an actor which purpose is to involve citizens in experimenting and debating the Smart City concept through the temporary living lab they installed in the shed. As the Aire 38 location will be redeveloped soon, *Les Badauds Associés* are likely to be moved to another location in the South of the island to activate a *CityLab*, one of the experimentation of Green Island (see box below).

Aire 38, Les Badauds Associés

Aire 38 ©Strategic Design Scenarios & SAMOA

Les Badauds Associés settled temporary 5 years ago in the dismissed Aire 38 warehouse on the West part of the island. This curious structure is difficult to grasp. They qualify as a "hors lieu", a non-place that is working as a "living lab" where citizens are invited to experience hypothesis of innovative products and services in various fictional environments, developing imaginaries, experimenting emerging usages and debating through collective intelligence tools. Practically, les Badauds Associés are helping large private companies to rethink their postures within the context of the emerging intelligent city. The Aire 38 they occupied will be soon demolished and the area will be redeveloped. They are likely going to move to another temporary location in the South of the island where they are expected to animate a transitory "citylab" and to take part in engaging the populations around in discovering the island territory in transformation.

Temporary use as an asset for governance evolution

Today temporary use is part of an experimentation strategy to build the city and its future uses. These spaces are considered to be city-labs, to test new solutions in urban planning and creative place-making and to involve the citizens in finding new ways to address old problems.

The challenges are related to the rigid legal framework that sometimes prevents a free experimentation (building technical requirements, fire regulations, insurances

policies, etc.) as well as sometimes the traditional mind-set of stakeholders reluctant to accommodate unusual real estate services and infrastructures.

KARTING and SOLILAB are two examples of temporary use experiences conducted on the South part of island of Nantes showing agile ways of challenging the building legislation and city administration both staying on the safe side and serve temporary use purpose. KARTING is a hotelling of creative stat-ups based on a sort of "indoor village" of offices modules built in wood and hosted in a large former industrial shed.

As the SAMOA is the development agency defining the redevelopment schedule, it is allowed to organize temporary use under a *Convention d'Occupation Précaire* (Temporary Occupation Convention) that is normally used to manage street markets and event occupying the public space for a couple of hours or days. This legal contract is much lighter and flexible than conventional renting schemes in France organized in batches of 3, 6 or 9 years with interruption penalties and heavier bureaucracy.

Such *Convention d'Occupation Précaire* are used to contract with the start-up companies periods of 2 years occupations with preferential rents. It works according an incubator model: after 2 years companies should have developed and be able to settle elsewhere paying the normal renting market (see box below).

KARTING temporary hotelling of start-ups

Karting ©Strategic Design Scenarios & SAMOA

A former large warehouse that for a time period hosted an indoor karting racing place has been transformed into a temporary hotelling for small start-up companies. An original solution based on the construction of prefabricated wooden boxes hosting modular offices allowed benefiting from the warehouse shelter and reducing the price per sqm by half compared to new office building. The success of the Karting infrastructure is mainly due to 2 raisons: the surfaces from 12 to 100 sqm correspond to offices for starting business activities that are hardly available on the Nantes' real estate market; the configuration of the place make it a sort of start-up

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village that generates the right level of collaboration and synergy between the companies renting a space.

The *Convention d'Occupation Précaire* also gives to the place a different status of a temporary event: it is likely to stay for 10-12 years but after it will terminate. It is the case of KARTING but also of SOLILAB a second hotelling experience dedicated to social enterprises and hosted in a second former industrial shed nearby. The innovative temporary architecture solutions combined with the temporary legal status of the occupation allow to bypass partly construction norms. For instance the office modules have been built with no foundations as they are only placed on the ground and removable. The shed walls have been replaced by transparent covers but are still providing indirect daylight in the office modules: the placement of the different companies allowed installing the one requiring less light (i.e. doing video editing) where daylight was scarce. The SOLILAB spaces would require the installation of 3 elevators: the temporary status and a clever design of bridges between spaces at first floor allowed to get an agreement for the installation of only one elevator. For Viriginie Barré, SAMOA's architect in charge of both KARTING and SOLILAB: "*the negotiation of each possible standards allowed exploring and experimenting technical trade-offs between security, accessibility and economical costs more suitable for temporary use*" (see box below).

SOLILAB incubator for social and solidary enterprises

SOLILAB ©Strategic Design Scenarios & SAMOA

Next to the KARTING building a second hotelling for starting companies has been developed for temporary incubation of so-called social and solidary enterprises. Building on the lessons learned from the KARTING experience, the SOLILAB building has been developed with more emphasis on collective spaces including meeting rooms and indoor open spaces to host a second hand shop, a restaurant and gathering places for events. Both KARTING with business oriented start-ups and SOLILAB with social enterprises are placed one near the other to foster and test the possible collaborations between the 2 worlds.

The on-going temporary use experiences since more than 10 years now allow the SAMOA to build on lessons learned. The office module of the KARTING was first prototyped in the Halles Alstom. It was then deployed in KARTING shed. The experience of KARTING led to SOLILAB each time building up on successful solutions and living aside failures.

The last on-going experimentation of the Creative District cluster through temporary use is La Cantrale. A classical development agency would have bought the building, demolished it and waited for the redevelopment process to start to sell the land to a private investor. In the case of La Centrale, the SAMOA took the opportunity of the 6-8 years period between the buying and the selling of the place to set a new experimental office hosting IT companies for a temporary period. The cost of the refurbishment of the building is meant to be entirely reimbursed by the temporary rent during the 6-8 years temporary period. On top of that, the SAMOA will bring home the benefits of experimenting with a pool of enterprises new office settings and developing future economical activities (see box below).

La Centrale
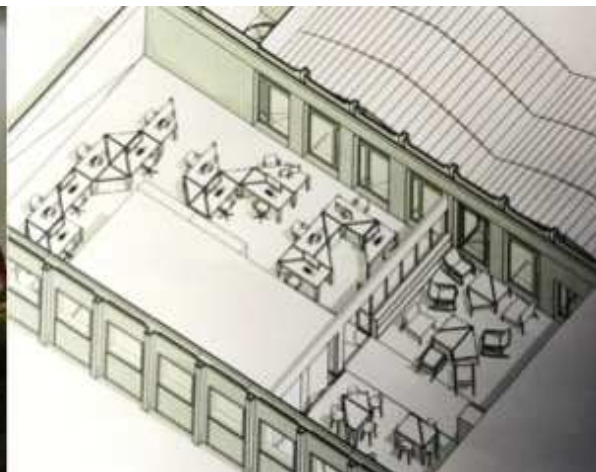
La Centrale ©SAMOA

La Centrale is one of the latest temporary use experimentation: the 1000 sqm building will be demolished and the area redeveloped within a 6-8 years period. In the mean time the place will host 30 IT and cross-media companies. The building has been partially renovated. The offices spaces have been installed with recuperated and refurbished office furniture. A pool of private enterprises producing displays, lighting and security equipment co-designed innovative applications of their products with the teams developing La Centrale and will test them with the companies that will be hosted in the building.

Opportunities and challenges for temporary use in Nantes

Integrated urban and economic development

One of the key assets of the very dynamic redevelopment of Nantes' island area is the particular structure of its development agency: the SAMOA integrates within the same structure a service of economic development. On top of a large redevelopment area with many vacant building from historical heritage close to the city centre this asset allowed to develop fruitful synergies between long-term redevelopment processes and short-term use of opportunities represented by temporary vacant infrastructures. For Fabrice Berthereaux, Vice Director of SAMOA in charge of the Cluster Quartier de la création: "*it obliges the developer to leave space for creativity and entrepreneurship*". The cases of Nantes' island developed above showed that benefits goes much beyond the sheltering of economically weak stakeholders. The availability of infrastructures for temporary use empowers the economic development, allows attracting and mixing economic actors within a long-term strategy such as the progressive emergence of a creative cluster and district.

Very few other cities seem to have developed a similar integration between urban and economic development: Roubaix and Metz for certain aspects and also Confluence in Lyon and the Kreativ Gesellschaft area in Hamburg. City administrations organized in silos, generally struggle to build such kind of successful transversal cooperation between departments. The SAMOA itself, despite its unique configuration struggles to keep a synergetic development between its two teams of urban planning and economic development. They operate in different time scales with different professional cultures and financial logics. They also require the permanent political support of city government. Johanna Rolland, the current Mayor of Nantes is clearly pushing for coproduction, innovation and experimentation between stakeholders beyond the traditional long-term planning top-down posture. She also advocates for doing more with less and the challenge for the fruitful development process experimented on Nantes' island is to learn to do the same synergetic urban and economic development with shrinking budgets.

Temporary use as a tool for eco-systemic redevelopment

The focus of Nantes on the particular area of Nantes Island is symptomatic of the city strategy: the island works as an urban laboratory to experiment new urban redevelopment approaches including the intensive use of temporary use practice. The strategy also consists in concentrating efforts and assets to generate an eco-system focused on creation and innovation. All critical ingredients – science and knowledge with universities and schools; creation with art and design; business incubation and clusters of enterprises; cultural events, urban leisure and tourism; etc. – are migrating from other parts of the city and mixing on the island. It may trigger questions on the possible effects on the other parts of the city. But is surely represents

a particular strategy to create a "development eco-system". It concentrates business or research activities such as technological poles or clusters usually do. On Nantes' island it also strongly involves cultural and artistic dynamics on the one hand and on the other hand popular and citizens-based activities, which is more seldom in urban economic development. The Creative District case presented above shows multipliers effects of clearly identified synergies between education and research or between art and IT innovation. It also leaves space for a certain level of serendipity. For Alain Bertrand, Vice Director of SAMOA: *"it gives the impression that everything is well planned in advance but in fact we are learning progressively through trial and error"*.

Extending transitory use practice in permanent redeveloped infrastructures

The challenge is to keep the momentum and maintain the innovative mechanism of the eco-system alive. The urban and economic development of Nantes' island built on a series of assets such as the availability of a huge space very close to the core of the city; a large number of vacant buildings from the industrial heritage with for most of them high aesthetic and emotional values, the river island configuration that contributed to give a strong identity and popular appeal to the area. These considerable assets allowed the development of an original strategy based on temporary use of the multiple vacant infrastructures. *"More than temporary use we are talking,* for Lionel Puget, Communication and Digital projects at SAMOA, *of transitory use of vacant places that after a time period will be redeveloped"*. This strategy became the DNA of the urban and economic development process. It allowed in particular to deeply embed experimentation and work-in-progress into the programmatic logic of urban planning and master plans. For Alain Bertrand: *"beyond the opposition between bottom-up and top-down postures it's the adequate conjunction of both that create success"*.

This creative urban living lab is likely to go on inventing its own future and beyond the island, the future of the city. The challenge here again is that some of the critical resources of the development so far are becoming scarce: beyond shrinking budgets, the availability of large and inspiring vacant places is coming to an end. The DNA of transitory use should be kept and transformed into guidelines for redevelopment and design of new infrastructures. Les Halles redevelopment project claims to keep this DNA with proximity of creative education, research and incubation. It also tries to embed into the new galleries a certain level of openness and non-determination. The difficulty for developers is certainly to let it go, to avoid freezing infrastructures and invent forms of reversibility open to temporary and transitory experimentations. For Jean Luc Charles it's: *"a move downstream to put urban development into usage"* and keep space for stakeholders' dynamic to move freely even in a densifying environment.

Approach and composition of the URBACT Local Group

Nantes has already a stakeholders group for temporary uses, which is steered by SAMOA and should be completed including representative of the partnership with artists, residents and researchers.

Nantes' URBACT Local Group should include:

- The City of Nantes

- Nantes Metropolitan Authority

- The Regional Council of Pays de la Loire

- The Chamber of Commerce,

- SAMOA sister company Nantes Aménagement (working on urban planning in the city with the exception of the Island of Nantes)

- Industrial partner's groups (i.e. Orange telecom company, Cogedim real-estate, ENGIE national gas company)

- Association of residents

- Association of retailers

- Selected artists and creative professionals of the Cluster

- The member of SAMOA's administration board

Initial focus of the Integrated Action Plan

Our Local Action Plan will first benchmark the local initiatives we had so far to share them with the REFILL partners and to have an external eye and evaluation to our experience so far, in order to fine-tune our future actions.

In addition, the Local Action plan of Nantes, would involve the project partners in defining the most recent challenges, practices and solutions to the issue of abandoned or under-exploited spaces.

Our Local Action Plan would then be transferred to other French cities with which Nantes usually works, such as Lyon, Lille and Marseille, to share the renovated knowledge and findings detected during the course of the project.

The local action plan would help joining the dots between the past and present temporary uses to standardize Temporary uses as a "normal" service and to demonstrate their value, impacts, results and externalities to the local authorities to expand this practice in other areas of the city needing support for buffering and transformation.

The local action plan would also build on citizens' needs and expectations by providing them with a path for two-way participative process and not just a one-way communication strategy to keep the citizens informed.

VIII.   OSTRAVA'S PROFILE (CZECH REPUBLIC)

Main characteristics of the town

Ostrava is the third biggest city with 301 000 inhabitants, one of the most important residential, industrial and intellectual centres of the Czech Republic and the largest city of the Moravian-Silesian region. Ostrava has a very advantageous strategic location not far from Prague and Vienna, close to the Poland and the Slovakian border. An international Airport is situated 25 km from the city centre.

Ostrava is known for its rich industrial heritage. For two centuries, coal mining and subsequent steel, chemical and mechanical engineering industries developed in the region. In combination with the restructuring of the 1990s, the overly one-dimensional economic structure of the region brought about a high rate of unemployment and social problems.

In recent years the region's dynamic growth has been spurred by foreign investments of major international companies, support for science and research, and assistance for SMEs particularly with regard to innovation through the Technical University Campus, the Science and Technology Park, supercomputing centre IT4Innovations, etc. but also property development, hotels and other sectors.

Main characteristics in terms of temporary use practice

Ostrava was always perceived and labelled as a "black city, city of coal, etc." Even though this negative image has been slowly changing, the city has to face challenges coming from its history: empty factories, pollution, high unemployment, brain drain etc. Empty and dying city centre, many vacant plots and buildings are problems both in the city as well as in the suburbs and outskirts.

The city has many industrial buildings and factories that are empty and not working anymore. It has to face the challenge of what to do with them and how to use them. Local initiatives started to use these areas for cultural events, educational purposes etc. Also thanks to these activities, the industrial part of Ostrava is now being transformed into a cultural and educational centre. Former factories are redeveloped into seminary and conference places. The area is hosting as well one of the biggest European cultural and music festival Colours of Ostrava.

The city also suffers from the dying city centre caused by the massive development of the shopping malls and many vacant buildings and spaces are located directly in the city centre. Despite high unemployment and brain drain, there is a significant movement and initiative from Ostrava's inhabitants. We can see their high motivation and the bottom up approach. Empty and vacant places started to be used for new purposes: spaces for cultural activities, shops for local designers, cafés etc.

Temporary use as an asset for neighbourhood revitalisation

Temporary use activities started based on bottom up approach from local cultural and educational organisations. Non-formal groups began to cooperate and organise events, projections, concerts, expositions etc. These activities supported the new growing and developing underground and alternative culture in the city.

Aside from the dynamism of local cultural activists, Ostrava benefits from a quite exceptional industrial heritage with huge mining and steel production installations. The Hlubina complex constitutes a titanic decorum and inspiring background for cultural events. Just to pick-up a characteristic one between many, the Cinema Royal initiative propose the projection of a film as a pretext to organize an evening event in non-conventional places. It is a good tool to attract large groups of people from Ostrava to discover vacant buildings and introduce their future renovations (see box below).

Cinema Royal

Cinema royal ©CoolTour

Cinema Royal started from the practice of 'secret cinema': participants receive a date, a place to meet and a dress code. The evening starts then with a gathering, a series of performances, a journey across the city and culminates in the projection of a film in a special location in tone with the movie. Cinema Royal took place in Ostrava's old unused factories and then in dilapidated hotel Palace. This activity brings attention to the chosen vacant space and Ostrava's inhabitants are keener to find a solution for the reusing of the building, space, etc. In the case of the former hotel Palace, the Cinema Royal performance took place before the renovation of the place into students' lodgings facilities. The performance helped to requalify the place for it's future hosts.

Cinema Royal and many other similar artistic and cultural events put Hlubina, the former industrial complex, back on the city map. It is an important support in parallel to renovation process because no one in Ostrava had the idea before that these

former industrial premises could become places to visit for leisure and touristic activities. Vitkovice Machinery, the owner of Hlubina complex, started to liaise with the city administration and with support of European structural funds they transformed it into a cultural and education centre for Ostrava. Since 2013 a concert hall, a technological museum, a high-tech centre, etc. were developed. Previous temporary use of that place by various artists contributed to the growing success of a new cultural complex: Hlubina Cultural District equipped with 3 large halls and a series of studios used for cultural events by creative individuals or groups from Ostrava (see the box below).

Hlubina Cultural District

Hlubina Cultural District ©Strategic Design Scenarios

Hlubina is a huge industrial site that was including both coal mining and production of iron on the same place. A large part of the installations have been abandoned leaving a gigantic brownfield and fascinating industrial heritage. The owner, Vitkovice Machinery developed a project of reconversion into a multifunctional educational and cultural district for the city. In 2011 it applied for European structural funds and starts the first reconversions including a concert hall, a technological museum and a high-tech centre. During the reconversion vacant spaces have been open for temporary use, in particular a series of large scale artistic events that contributed to attract the population of the city to that former industrial place and facilitate its requalification. In particular, 2 former buildings of the mine for a total of 6000 sqm have been refurbished into a cultural centre. Provoz, is the NGO managing it. It organises artists' residences, supports creation of artworks, hosts creative professions in 17 studios and rents for events the 3 large halls of the complex. Provoz intends to develop more projects such as an Art & Crafts Incubator or a beach to complete the requalification of the place into a cultural district.

Beyond the former industrial complex, the city centre of Ostrava is suffering from vacancy. Exploration of options for its redynamization through temporary use initiative is also starting although it is only at an early stage.

For instance, the Trznice Community Garden is one of this first attempts: an collective of citizens installed a small vegetable garden in a public green area in centre of Ostrava (see box below).

Trznice Community Garden

Trznice Community Garden ©Trznice Community Garden

Trznice Community Garden is one of the many bottom-up initiatives organized to revive the centre of the city. A dozen of citizens started the initiative in June 2015 as a temporary occupation of an unused green space next to the market place. They installed bags of soil on pallets, fenced the space both to protect the plants from animals and paint vegetables on it to show explicitly to the people passing by, it is a community garden initiative in public space. Beyond production of vegetables the scope of Trznice garden was to demonstrate how community engagement actions could help to revitalise the city centre.

Ostravian Flowerpots is a similar light citizens' involvement initiative focused on greening the city: flowerpots from the municipality are "adopted" by groups of citizens for a season. Families or friends take care of a square meter of green located in the public space at a walking distance from where they live, planting flowers, teaching kids how to grow vegetable, decorating "their green baby" and competing for most outstanding flowerpot!

These initiatives are modest but they aim at both stimulating citizen's involvement and opening the social conversation on possible orientations for the revitalisation of the city centre.

Ostravian Flowerpots

Ostravian flowerpot ©CoolTour

The project proposed a seasonal public "adoption" of city flowerpots. Citizens could involve in taking care of a municipal flower box from planting, decorating and maintaining it throughout the summer season. The scope was to draw people´s attention to the public space, to enhance communication between its users and municipality gardeners taking care of public green and to help keeping the city tidy. The "adoption" process did not imply that citizens own the flower boxes but the event help to enhance the felling of ownership and to engage the population of Ostrava in caring for its city.

Temporary use as an asset for social change

Considering the growing amount of dilapidated buildings and abandoned spaces and plots in and around the city Ostrava city administration is keen on supporting any sort of interesting/creative or unusual activities that do not require enormous amount of funding, that will eliminate the negative perception of the city and bring the life back in our city centre. Citizens and different associations or societies were the first to start with the occasional temporary use of abandoned spaces with any involvement of the city. Thanks to this strong bottom up dynamic, the city of Ostrava was alerted and started to pay attention to these particular activities and to the support that temporary access to vacant spaces can bring to them.

VIVA Ostrava is an example where temporary use allows to support incubation and training of starting entrepreneurs. The place available at a lower renting price in a former commercial complex build during the Soviet period allows both good public access and enough space to propose a complete co-working solution: beyond open workspaces, auditorium and meeting room facilities, VIVA Ostrava includes a cafeteria and a nursery facilitating access to young parents (see box below).

VIVA Ostrava

Via Ostrava ©Viva Ostrava

VIVA Ostrava is a young co-working centre and creative business incubator in the South area of Ostrava-Jih. The space is situated in a sort of mall from the soviet period and belongs to the municipality. A bank was renting it and since 2011 it has been made available to the VIVA Ostrava initiative that pays only a preferential rent. The place includes a large open space to be used for conferences, trainings and co-working, a cafeteria, various meeting rooms and even a nursery to allow young parents to work there. The project of Renata Ptacnikova, the founder of VIVA Ostrava is to boost entrepreneurship in the neighbourhood and create a place for cross-fertilization of their projects. All ingredients and skill are there to make a successful incubator. The local population still need time to familiarize with such an advanced working concept for the local context.

CoolTour is maybe the most characteristic of bottom-up initiatives and temporary use in the city of Ostrava. This cultural centre is hosted in a former meeting and convention centre from the Soviet period. The space is quite large and allows accommodating rehearsal and performances spaces, meeting rooms and offices, a comfortable cafeteria and workshops spaces. For Soňa Frídlová, partner of CoolTour, *"we tend to think ourselves as a bunch of people doing something rather than as a place"*. The asset that this space represents in enabling CoolTour activities seems not seen as a core issue (see box below).

CoolTour

Cooltour ©CoolTour

Cooltour started as a Launchpad for young local artists. It settled in may 2011 in a former meeting centre vacant since the end of the soviet period. The space belongs to the municipality that host CoolTour on a temporary basis until a redevelopment project is decided. CoolTour first evolved into an afterschool for amateur artists and then shifted towards more participatory projects. *"We discovered a second level of citizen-based culture"* says Andrej Harmecko one of the initiator of the project. Now CoolTour is a space organizing events, hosting art courses and craft training and renting rooms for gathering. The team of ten people runs a magazine, a city guide, a handmade crafts fare, a bicycle renting scheme, etc. It co-organises events including Restaurant Day, Cinema Royal, Mental Power (activities with mentally challenged youth), Living Ostrava Differently (collective urban transformation events), etc.

Ostrava witnessed a strong bottom up approach. Its inhabitants are very actively involved and initiated "waking up" of the city centre, bring life to the city, reusing the empty spaces and vacant plots. The City of Ostrava supports these activities but in some cases the support cannot be as effective as the representatives wish due to the lack of the legislation. Also the match between these grassroots initiatives and the municipality could be improved. In fact, city of Ostrava is not aware of most of the activities performed in the city coming from local people or NGOs as well as the citizens are not informed properly in relation to the opportunities and activities of the city.

Temporary use as an asset for governance evolution

The municipality of Ostrava acts as a facilitator by providing financial support to NGO's and urban initiatives for the organization of selected events. It creates appropriated conditions if it is required and if it is possible e.g. closing down the roads due to event location or providing grants and funding. There is a need for a city administration that would work closely to grassroots initiatives and in a more efficient

and flexible way. There is also space for considering the strategic value that these temporary use initiatives may have for Ostrava. At least for some of them: *Living Ostrava Differently* for instance is using the Car-free Day to host events in the streets and experiment literally new and innovative way to live in Ostrava. Beyond a popular cultural event and an awareness raising action on alternative mobility, *Living Ostrava Differently* represents a great potential for the city to stimulate engagement and experimentations on its crucial question of revitalizing the city centre (see box below).

Living Ostrava Differently

Living Ostrava Differently ©CoolTour, Viva Ostrava, non-formal groups of inhabitants

Living Ostrava Differently takes place within the car-free day event. It started as an independent initiative joined lately by the city of Ostrava. In its latest edition in 2015, more than 8000 people took part with artistic and cultural activities, happenings, street theatres, bands, etc. Beyond enjoying each of the different activities organized in different spots, the population of Ostrava can experience the city in a different way. These temporary events and animations seen as a whole constitute a one-day laboratory to rethink the city.

Little Copenhagen from Vyslouzil Architekti architecture office is a good example of project following *Living Ostrava Differently*. Ondrej Vyslouzil founder of the office was inspired by the atmosphere of the *Living Ostrava Differently* day: the Kostelni street area near the river was looking like a "little Copenhagen" with the population enjoying walking from the city centre to the riverbanks. The architects imagined from that a redevelopment project for the area and proposed it to the city administration. Beyond this example and its pertinence, the process based on temporary or ephemeral use of the urban space is likely to feed the redevelopment of the city centre with new ideas (see box below).

Little Copenhagen in Kostelni street area

Little Copenhagen ©Vyslouzil Architekti and Strategic Design Scenarios

During the *Living Ostrava Differently* day in 2015, the Kostelni street was occupied with improvised food booths and all sorts of animations and events attracting people and building temporary demonstrators of how to experience this urban area differently. Vyslouzil Architekti, an architect office in Ostrava focused on this transformation of the Kostelni street to develop and propose a project showing the importance of that street linking the Ostravice riverbanks to the city centre. *"The area seemed like a little Copenhagen that day,* says Ondrej Vyslouzil initiator of the project, *and the temporary installations showed to the population that they could enjoy this part of the city walking from Masarykovo Namesti (central square) along the river".*

Involvement of inhabitants in the discussion of the redevelopment of the city centre is based so far on a series of focus groups of stakeholders coming from different fields who have to do with the activities in the city. Strong cooperation with citizens, organisations and non-formal groups is a new objective for the city administration. The active cultural scene of Ostrava is willing to participate to this process proposing projects. *The Square Belongs to Everyone* for instance is a good example of how temporary use could help engaging this social conversation on specific areas of the city. It proposes to install a wooden platform for some weeks or months in a vacant space and use it as a symbolic installation and open platform to organize on-site dialogues with the population passing by (see box below).

The Square Belongs to Everyone
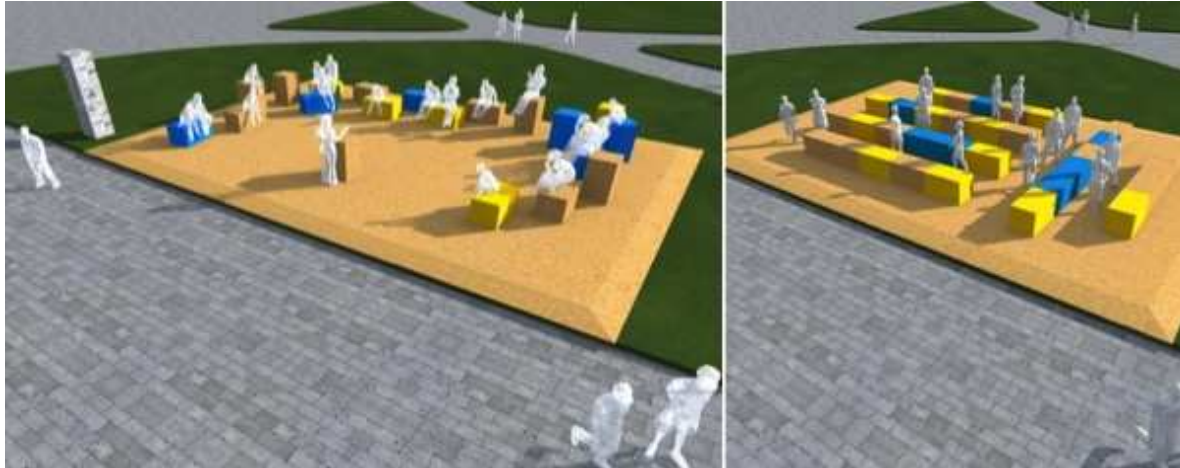
The Square Belongs to Everyone ©CoolTour

The Square Belongs to Everyone is a project of CoolTour following the multiple temporary initiatives and citizens-based events that the association organised since 4 years throughout the city. It consists in building a large wooden platform in the middle of the Masaryk Square in the centre of Ostrava. The South part of this square was built in the past and is now an open space covered with green. The municipality intends to redevelop this area constructing a group of new buildings recovering the original configuration of the Masaryk Square. The population living around expressed doubt about the project and the Square Belongs to Everyone project intends to challenge the municipality redevelopment plan offering a space of bottom-up action and citizens' experimentations. CoolTour intends to run on the platform a second edition of its "City Intervention" program involving Ostravians to propose and try-out actions to enliven the square. This temporary experimentation scene should stay from April to October 2016 to see what works, to inspire people, to make use of the square easy and to find what people want this vacant place to be. The wooden platform is meant to be disassembled and moved to other parts of the city for similar citizens-driven experimentations.

The city of Ostrava is at very beginning of the implementation of the strategy for temporary use and it is difficult to measure the impact of these activities, as they are organised mainly by local key actors and any other strategic and more elaborated implementation of the activities focused on temporary use are missing.

Opportunities and challenges for temporary use in Ostrava

Multiple bottom-up activation projects

Ostrava shows a large potential of activation of the urban dynamic through multiple bottom-up initiatives and cultural events organised throughout the city and all over the year. For Marta Pilařová, co-founder of Provoz Cultural Centre: *"Ostrava has ever been a city of mine and pollution. It was difficult for its inhabitants to switch their*

minds and consider that the city could attract visitors and tourists". Beyond the cultural and artistic scene, part of these events tends to question the public space and to work as micro transformative proposals of the urban space. Temporary events and happenings are attracting the population of the city and of the regions around to discover its fascinating industrial heritage. It is helping in the redevelopment of the abandoned brownfields. Similar dynamics mixing artistic projects, cultural creative and population initiatives are taking place in the city centre with the potential to inspire and foster its redevelopment.

Connecting actions and building synergies

The multiple activation projects and initiatives seen as a whole represent a strong potential of transformation of the city only if concentrated and coordinated. Currently the social innovation and cultural dynamic develops on its own. Stakeholders take action independently following their various project lines. The city supports them answering demands one-by-one according needs and financial availabilities. In order to fully activate this potential of transformation of the city through temporary projects, more synergy is needed. For David Mirek and Tomáš Čech, describing themselves as *events hubsters*: *"our strength in Ostrava is to organize short term events but our weakness is that there is not continuity in the community"*. The city administration has a role to play here as connector facilitating the dialogue between the cultural and social activists. It may behave as a broker pointing possible synergies between the different initiatives, bridging urban issues such as the high level of vacant building in the city centre with projects likely through temporary use to reinvest the heart of the city. Stakeholders seem to expect such a dialogue: *"it would be amazing to talk to each other and to collaborate with the city instead of liaising against and complain"* says Sona Fridlova, co-organizer of CoolTour.

Activate temporary use for the revitalisation of the city centre

The city administration is currently writing its new strategic plan for the 2017-2020 period. The redevelopment of the city centre is a key issue for Ostrava. Fresh and creative ideas are needed to inspire a new project of this city centre. Stakeholders, whether from the municipality or from the civil society, regret the situation: building vacancy, empty shops, less people living there, lack of citizens' involvement, etc. They call all for a revitalisation effort. Artistic events and cultural initiatives are pushed to make the centre more alive. The series of one-shot actions attract the attention but struggle to keep the momentum on the long run. Although, all ingredients are there. A good collaboration between the city administration and cultural and citizens-based dynamic is likely to produce a vision for the city as a whole and for its centre in particular. Timing seems perfect to open the strategic plan to temporary use and to engage the whole community of activists in experimenting ideas and exploring various options for the redevelopment of the city centre. The REFILL project comes at the right moment to stimulate cooperation on city redevelopment

between city administration and bottom-up forces. *"We need to feel that we belong to the city,* says Andrej Harmecˇko, founder of CoolTour, *that we play a role in the city development".*

Approach and composition of the URBACT Local Group

The URBACT Local Group in Ostrava will be based on the following groups of participants:

- Representatives of the local authority and municipalities:

  - Various departments of the city council; strategic development, culture, department of the city architect, district office department of project management,

  - Deputy mayor of Ostrava

- Citizen initiatives, associations and NGOs:

  - Co-working centres (Viva Ostrava, Impact Hub, Multicultural Centre Cooltour, Provoz Hlubina)Non – Formal groups of inhabitants active e.g. in community garden, Living Ostrava Differently

  - Upper area of Vítkovice (industrial part of Ostrava now being transformed into the educational and cultural centre)Local urbanists and architect working in the field of urban development

- Property owners

  - As most of the vacant places and empty buildings belong to private owners, involvement of private property owners to explain the importance and benefits of temporary use is crucial and needed.

- Managing authorities

  - Ministry of Local Development as a managing authority of structural funds

  - Representative of the Regional office

Attendance of local stakeholders from different fields which would vary from meeting to meeting in order to ensure the contact and interaction with local people and inhabitants actually living in the city and using the city space.

Initial focus of the Integrated Action Plan

Local action plan would embrace number of actions starting nearly from scratch. Among all, focus would be aimed on legislation and policy-making. Also mapping spaces around the city and pinning out the most suitable ones would become one of the first steps. Most importantly, communication with associations and citizens who

have already attempted to organise such events in Ostrava in order to understand their needs and integrate it in the strategy will go alongside with developing the local action plan. The role of Ostrava is more seen as a facilitator and supporter of temporary use and more integrated support is required (mainly in terms of legislative framework, budget and administrative processes, etc.).

City of Ostrava is currently compiling the new city strategy that will focus on number of topics. One of the main issues is bringing live back to the city centre, attracting people. Therefore the integration of temporary use as an important instrument of bringing social peace into streets and giving creative people a roof for execution of their activities will be essential.

Project aims to tackle legal obstacles resulting in delays or creating difficulties for temporary users to reach their objectives. One of the main issues as well as obstacles is communication with private owners. Most of private owners don't reside in Ostrava and do not show interest in inner city life and its needs. This leads to zero communication with city administration and zero willingness to open a debate on alternative ways of using their empty property. Action plan should set the path to effective communication with private owners and attractive incentives for their participation in the concept of temporary use.

It is expected that the Action plan will help to follow and implement long-term strategy and managed interventions in the city connected to the empty city centre and other vacant plots and buildings. We hope that the temporary use will be seriously taken as one of the possible solutions and applied.

IX. POZNAN'S PROFILE (POLAND)

Main characteristics of the town

Poznan is a metropolis in the West of Poland with over half-a-million residents, the capital of Wielkopolska – one of the most economically developed Polish regions.

It is one of the major trade centres in Poland. Over 100 000 companies are registered, mostly in the following sectors: food processing, furniture, automobile and transport and logistics industries. Service sector generates 71 % of GDP. City of Poznan represents one of the highest GDP per capita with around 76 thousand PLN. In recent years, the creative sectors like information technologies, architecture, art and media services, crafts, finance, business and law services, have increased. It was awarded the "City Outsourcing Star" by the Pro Progressio Foundation. It is also well known for its entrepreneurship sprit and for hosting the International Trade Fair.

Poznan is also a touristic city centre: it attracts over 1.7 million people each year, more than 45% from abroad. The historical buildings and sights are mostly concentrated in the city centre, especially in the Old Town. Poznan is indeed the birthplace of Poland.

Since the end of the communist era, the municipality of Poznan and the suburban areas have invested heavily in infrastructure, mainly in public transport and administration. This also led to increased investments from foreign companies in the city.

Poznan has a low unemployment rate 2.9 % (as compared to the national 10%). 70% of the population is employed in the Service sector (49% of those hired in market services), 23% in the industry and construction (11% hired in the high-tech field).

The city is an important academic centre, the fourth largest in Poland, with 140 000 students studying at public and private universities. Adam Mickiewicz University is the third best university after Warsaw and Cracow universities.

Overall, citizens' satisfaction with the city – including the public transport conditions, health care system, the standard of living and social security and work - is high. They have also felt increasingly safe in the city. Two thirds of the population is aged between 17 and 59. Almost all of them are Poles: less than 1% are foreigners, amongst whom almost all are students.

Main characteristics in terms of temporary use practice

In the resent years the City has been facing urban sprawl – many Poznan citizens moved to the surrounding communities where the prices of estates are lower and conditions more attractive. Small business and services moved to huge commercial centres situated at the city outskirts. These trends resulted in a great increase of

vacant spaces especially in the city centre districts. Presently only several percents of **commercial - purpose premises** is owned by the municipality. However, municipal empty spaces are often located in the core of the City Center and have the significant influence on the image and functions of the City, especially its main commerce streets.   There are 200 local commercial - purpose premises in the municipal resources and 98 of them participate in, "Rent is nothing – Idea is everything" programme. Presently new programmes dedicated to Lazarz District and, as a next step also for other parts of City Centre, have being prepared aiming at new models of cooperation between The Agency for Municipal Real Estate Management (ZKZL) and local stakeholders (NGOs, freelancers, District Council etc.). The need of intermediary between ZKZL and Lazarz inhabitants and stakeholders has appeared to find a balance between municipal company obliged to make a profit to finance municipal housing needs and local people, which possibilities of undertaking cultural-social initiatives are very limited. Project Coordination and Urban Regeneration Office of the City of Poznan is playing now such a role, implementing also experience gained in projects co-financed by European Territorial Cooperation programmes. REFILL is presently a key project supporting changes in local policy concerning temporary use.

Another challenge is temporary use of huge spaces (mainly post-industrial real estates or banks of the Warta River) in the city. Temporary use mainly for cultural activities is one of the tools to 'keep them alive'. But this approach asks a lot of questions especially due to complicated ownership structures, high level of cost of their refurbishment, further maintenance and limited or uncertain duration of the benefits. A good example is the Nowa Gazownia refurbished old gasworks hosting the Czapski Art Foundation that is now getting good popular success but without clear guaranties that the temporary use of the place will balance the money invested for its refurbishment (see box below).

Nowa Gazownia, the art and cultural centre into the refurbished old gasworks industrial   site

Nowa Gazownia ©Poznan municipality

Nowa Gazownia project is part of the urban regeneration process of the Chwaliszewo district. The Czapski Art Foundation has been selected through a municipal competition as the operator of the place. Nowa Gazownia is dedicated to all kinds of artistic expression, from activities for children and workshops to dance, theatre, film projections, concerts, exhibitions and complex art installations. This innovative form of promoting multifunctional cultural institution in refurbished post-industrial building is pretty successful although its future is not certain. The Nowa Gazownia is situated on the old Warta riverbed, which has been flooded that the city could consider to reopen and let the river flow again to improve the attractiveness of the neighbourhood. Although this operation is not already planned and would be very expensive, it questions the refurbishment costs invested.

Vacant spaces in the city are not only owned by the municipality. There are many private vacant estates. Especially when ownership structure is complicated, such estates could be used in a temporary way during the generally long 'transition period' before they are sold and refurbished. But private owners are reluctant to give their property for temporary use. Even if they could make some money out of it instead of earning nothing, the concept is new and not well understood. There is a lack of information and knowledge about such solutions that are beneficial both for the owner as for the users.

Multilevel cooperation between different stakeholders is a main challenge to bridge different expectations resulting from different conditions. A cooperation platform between local initiatives, private owners and the city administration is required to diffuse the knowledge on temporary use practice and build trust. Public administration could play the role of a mediator and trusted third party.

Temporary use as an asset for neighbourhood revitalisation

At the moment local government together with bottom-up initiatives is focused on reviving of the Warta riverbanks (large, vacant areas of the city) using temporary activities as a tool. The Warta River of Poznan had been "forgotten" for many years due to political decisions. In the 60s the communist government decided to build a speedway cutting the historical connection between the city centre and its Island.

A recent municipal policy called 'Return to the river', announced in 2010 in the Development strategy for the city of Poznan to 2030, favour the redevelopment of the riverbanks areas. In particular from 2012, municipal beaches have been installed along the river offering in the summer a large range of leisure activities and services to Poznan's inhabitants and visiting tourists (see box below).

Return to the river-municipal beaches

Plaza miejska © Poznan municipality

Plaza Miejska is a project of seasonal use of the Warta riverbank as an urban beach and recreational area. Municipal beaches fill the lack of open spaces in the city dedicated to different age and interest groups. Plaza Miejska start in 2012 with Warta riverside-first location and basic services. Then 2 new localisations were open with different profiles, cruise ships, marinas, ecological aspects and development of new services. They provide diverse summer offer of leisure for inhabitants and tourists, places for cultural and recreational activities in close contact with nature, in the centre of the City.

Temporary use processes are implemented also for the revitalisation of urban neighbourhood within the city. The 'Open Cultural Area' for instance is an umbrella program to support the dynamisation of the Lazarz district. In particular it facilitates access to artists and cultural creative to small vacant spaces in the area. The aim of this program is to host more art and cultural initiatives able to offer participative organization of workshops, courses, artistic activities for all ages from kids to adults or seniors. In doing so, it regenerates a positive social atmosphere in the neighbourhood: "our Kreuzberg" says Marcin Kostaszuk, director of the Department of Culture (see box below).

Lazarz's Open Zone for Culture

Lazarz's Open Zone for Culture ©Poznan municipality

Lazarz's Open Zone for Culture is a project of regeneration, to create a cultural district and improve the quality of public spaces. It was established in 2014 with aim to create a sort of bottom-up revitalisation programme for a part of Lazarz District. Programme includes such targets as using the potential of:

- existing places and creating conditions for new undertakings

- local initiatives, inhabitants engagement

- cooperation with city administration.

The aim is common activity for creative use of vacant buildings and neglected spaces and creation of culture friendly places. Starting from December 2014 City of Poznan cooperates with Lazarz's Open Zone, as City Centre regeneration, in both social and infrastructural aspects, is one of the priorities for the City. Very important for the City and for the Lazarz's Open Zone for Culture is creating a collaboration platform for all, multisectoral, stakeholders of the District and common projects.

Lazarz would then be a place open to the creation of new spaces and events. It seeks to develop the potential of Lazarz's initiatives and activate citizens to foster creative use of vacant space, renew neglected space and create accessible culture. The Open Zone for Culture is on the one hand promoting temporary use of vacant spaces as a way of regenerating the city through the promotion of culture. On the other hand, it is using these vacant spaces for its own activities, e.g. the Perfex building in Glogowska street. It is also renting some small spaces for individual artists and acts as a cultural incubator. As such, the Open Zone for Culture has won several grants, including from the city council and from the region, to carry out projects in the district such as "Turn on Lazarz" – focusing on the potential of empty buildings.

Perfex is an emblematic example of an active player of the Open Zone for Culture. It's an informal cultural centre organizing performance, exhibition, concerts, open computer festival, coffee place aiming at mixed audience including local population and amateurs of culture and art (see box below).

The drawback of the Open Zone for Culture initiative is the difficult conditions proposed to the artists and cultural workers. Most of these places offered in the Lazarz district are in bad conditions: degraded, cold in winter, etc. According to the initiative, the rent can be for free for 3 years. In exchange, the users of the places have to make the renovations themselves. Because the use is temporary and owners can always come back and claim their place, nobody wants to invest in the buildings. The risk is to induce vicious circles where initiatives that settle there struggle to survive or flew away when successful. The Lazarz area may nether get long lasting benefit from the Open Zone for Culture's mechanism.

Perfex, events, workshops, sounds and space

Perfex ©Poznan municipality

The idea of Perfex is to temporary revitalize the abandoned space, which many years ago was one of the hearts of Lazarz district. After having been a café, it became a furniture shop. It started as a place hosting a performance festival in October 2014, then a new cafe, exhibitions, workshops and concerts before also providing the space for meetings with citizens. Lukasz Trusewicz and Agnieszka Szablikowska founders of the independent Raczej Gallery are managing the place and organizing actions that result from the experiences of the visual arts, theatre, dance, music etc. For more than four years, Raczej Gallery has presented about eighty artists and organized dozens of projects consisted of performances, presentations, workshops, curatorial projects, and concerts engaging with the community in the neighbourhood.

Temporary use as an asset for social change

Beyond urban dynamisation temporary use in Poznan is aiming at fostering regeneration of the social fabric. Pireus is an interesting example of creating an open and multi-purpose place in a vacant space to trigger connectivity and generate activities in the neighbourhood. Pireus is one of the first experimentations in Poznan of multilevel cooperation and creation of such common space open for new initiatives that can grow-up and spread around. Pireus is meant to be a 'cultural incubator'. There is no clear programmes of activities and no precise definition of how the place should work in the neighbourhood yet. This is certainly an asset and a wise posture: such a multi-purpose service place should progressively emerge through an open and creative interaction with the populations using it. The joint management of the initiative by local NGOs, district council and City Hall should ensure that the new structure develop freely but also meet its goals to support the regeneration of the district both in social and economic terms.

In this case the temporary character of the use is not linked to the space itself that is available for rent without time limit but to the experimental character of implementing a district cultural incubator. Continuous subsidies, fluid joint management, effective impact in terms of social change are challenges for the near future. If these challenges can be overcome, the model will be transferred to other city districts (see box below).

Pireus cultural incubator

Pireus ©Poznan municipality & Strategic Design Scenarios

Pireus will soon be a cultural incubator in the Lazarz district. Its name 'Pireus' has been kept from the Greek restaurant that was using the space before. In January 2015, a local diagnosis showed that there was a need for common space in the district open for new cultural and social initiatives. The idea of Cultural Incubator results from the process cooperation between local initiative Otwarta Strefa Kultury Lazarz, Project Coordination and Urban Regeneration Office (City Hall), District Council and Municipal Real Estate Management Agency.

The refurbished former restaurant space will ensure the incubator a well-situated and visible corner place open and accessible for new cultural and social initiatives.

An inter-institutional team consisting of local NGOs, district council and City Hall is managing Pireus on a preferential renting basis of the space.

The joint management of such experimental and temporary initiatives seems to be key for their success, in particular to make sure that all stakeholder's positions are aligned and in synergy. The case of the Generator Malta, part of Malta Foundation, is an emblematic example: a group of volunteer citizens took care of a degraded green public area in Lazarz, Wilda and Jezyce districts and develop there, agro-ecology and awareness raising activities. The result was an unconventional 'natural garden'. Although their practices were pretty in line with sustainable management of green urban areas, their intentions have been misunderstood by a part of the population of the neighbourhood and criticized (see box below)

Generator Malta -Ogrod Lazarz (Lazarz Garden)

Lazarz garden ©Poznan municipality

A degraded green public area, in between blocks of flats, issued by volunteer citizens to develop agro-ecology activities and awareness raising activities. A small forest was created to familiarise the inhabitants with the lost nature in the city centre. In another part of the park, beds and patches were installed. The inhabitants are deciding what to plant. Many activities are organised in the park: neighbourhood meetings, creative activities for the district's youngest inhabitants as well as garden workshops, picnics, concerts and film evenings. This project is jointly organized by the inhabitants of the neighbourhood, Klub Osiedlowy "Krąg" ("Krąg" Community Club), Stowarzyszenie Kasztelania Ostrowska (Kasztelnia Ostrowska Association), Galeria Lęctwo (Lęctwo Gallery), Szczep Lazarz and the Malta Foundation.

Temporary use as an asset for governance evolution

The emergence of temporary use practices requires a good knowledge of the vacant building stock and available land. The Agency for Municipal Real Estate Management (ZKZL), commercial low company owned 100% by the City, has created a database of vacant real estate in Poznan. But precise information on the state of the building and conditions in terms of infrastructure, maintenance, and safety for public access is needed. Not all stakeholders seem to agree on vacant places readiness for temporary use and a diagnosis of the situation focused on temporary use is still needed.

Some financial instruments have been used until now by the Municipality to support temporary use of vacant spaces. In particular, the 'preferential renting' scheme is an incentive facilitating the start of initiatives based on a reduction and gradual increase of a rent in the first 3 years (see box below). The effects of such instruments are limited until now. They force the initiative renting the vacant space to find profitability in a short period of time especially for cultural and social projects. As already mentioned before the average quality of the spaces proposed is rather low and their refurbishment is left to the renter with no insurance that their investment will not be spoiled when the owner will suddenly reclaim the space.

This preferential renting instrument is not part of the broader management structure of the municipality. It lacks from an integrated strategic approach at city level. Possibilities of temporary use of the municipal space raised people's expectations and demand for universal, accessible, widely promoted rules of such use especially in terms of preferential conditions.

Preferential renting for vacant spaces

Preferential renting for vacant spaces at Pix ©Strategic Design Scenarios

Preferential renting is a particular municipal scheme to facilitate and encourage initiatives to occupy vacant spaces. It is based on a reduction and gradual increase of a rent for the first 3 years of activities. The financial facilitations can be extended

when the scope of the initiative meets social concerns in the local area. For all the other initiatives, the preferential renting scheme aims is a facilitation at the start of the activity and a strong incentive to reach the capacity to pay a full rent after 3 years. Projects benefit from such scheme while agreeing to renovate the place at their own costs. For instance the Pix'House shown on the picture is a photography gallery. It stated renting a street level space in the Lazarz district. It benefited for 2 years of preferential renting and has now one year to reach enough business profitability in order to be able to pay the full rent and stay in the space.

Finally, the problem of use of vacant spaces induced the city to adopt a new model of decision-making based on participation and interaction with citizens and bottom-up initiatives. This approach is new for the city administration. It was used during elaboration of the Programme for Regeneration and Development of Poznan City Centre for 2014 – 2020 (that will be called further Integrated Programme "City Centre"). For instance, citizens consultations allowed finding agreements between different groups of stakeholders opposed on temporary use of the Taczaka street by bars and restaurants terraces in the summer (see box: Taczaka summer terraces closing at 21:00). Involvement of inhabitants prior to redevelopment of vacant Tram depot allows reaching an agreement on the project of a new museum for the city (see box: Tram Depot museum facilitated by cultural associations).

Taczaka street summer terraces closing at 21:00

Taczaka street ©Poznan municipality

The Taczaka Street is a very lively street with many bars and restaurants hosting vibrant atmosphere especially in the summer when the weather is good.

However, situation of Taczaka Street till 2013 was opposite. It was neglected space with parking lots taking the majority of the street, with few eating facilities not very easy accessible. Surrounding makes difficult use of the whole potential of university complex in the close neighbourhood.

A first open consultation took place at the end of 2012 to discuss the request to turn the parking places along the street into terraces for customers. A social agreement

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with the inhabitants (new form of cooperation for the City and inhabitants) of the street suffering from noise at night was found in allowing the temporary use of the street parking places in the summer until 21:00.

In order to invite inhabitants to participate in process of change of the street in 2013 surveys concerning future of the street were collected among street inhabitants and it gave the background for architectonic competition for common space of the street in 2014. One of the key result, beside social agreement, was introducing flexible parking lots, which decrease their size in summer time to give more floor for restaurant gardens, benches and other small architecture. It has changed Taczaka Street in friendly place for inhabitants, entrepreneurs opening new places and customers.

Tram Depot museum facilitated by cultural associations

Tram depot museum ©Poznan municipality

Prior to refurbish an old tram depot into a new museum for Poznan, the city administration engaged cultural association to settle in the vacant tram depot and liaise with the populations living nearby. This process allows to both improve the definition of the new museum and to engage them into the new institution already before it is built.

Process of changing tram depot into the Transport Museum with function of the cultural centre for local people will take at least 2-3 years. However, there are plenty possibilities of temporary use of such place.

Events such as Night of the Museums, summer on Madalina, Christmas on Madalina give possibility to visit depot, dance, sing, create, attend open air cinema and take part in many workshop and concerts. Engagement of different associations allows prepare diversified programme aiming at different social groups of inhabitants of Wilda District like families, young, seniors and other.

Simultaneously, vision and future functions of depot are in the process of elaboration and consultation.

Opportunities and challenges for temporary use in Poznan

First steps with temporary use

Poznan city is starting actively with temporary use of vacant spaces. Interesting evidences are showing that this practice is developing but it is still not seen as a mainstream tool for urban planning in the city. The latest Integrated Programme for Regeneration and Development of Poznan City Centre for 2014-2020 is open to temporary use without promoting it actively (see below). The city administration is lacking of a common policy integrating all areas and addressing directly temporary use.

Integrated Programme "City Centre" open to temporary use

Integrated Programme "City Centre" ©Google View

The latest Integrated Programme "City Centre" for 2014-2030 is executive programme for one of Poznan Strategic Programmes –"Friendly City Centre" and is focused on various activities that bring back its importance and increasing quality of life in several districts of the city centre. Some aspects of temporary use – especially support for bottom-up initiatives – are inscribed in the Integrated Programme "City Centre". Policies relating to vacant spaces should be straightened up and better integrated, as it becomes a very important issue of reviving the City Centre.

There are different roles of City Centre in Poznan: historic, business, entertainment, consumption and first of all it is symbolic factor integrating members of urban community, for which presence in city centre identify with presence in the city.

Combining many functions generates difficulties like fragmentation and disruption of the coherent public space system, domination of the car traffic over the pedestrians,

appearing trouble situations of various intensity together with the decreasing number of inhabitants.

From this perspective the City Centre programme should be conducted within the social partnership cooperation providing regular updates in terms of the tasks that might be taken in the future. Four operational goals of the Integrated Programme describe what is the vision of City Centre that should be achieved in mentioned cooperation and regular up-dating: City Centre as attractive and high quality place to live, filled with cultural, economic and civic activities of inhabitants, offering attractive and high quality cultural space and place, where sustainable transport and good quality technic infrastructure service inhabitants.

All of mentioned examples of temporary use in Poznan are linked with these operational goals.

Social initiatives struggling with a business-oriented scheme

The city administration needs to acquire more experience and skills in the area of cooperation with local coalitions including grassroots projects and district councils. Cooperation with bottom-up initiatives is quite a recent solution introduced in planning and managing of city policies.

Such approach requires from the administration more flexibility, mediation, facilitation skills and ability to work together with different sectors. Such skills are quite unusual for administration officials struggling to bring together different stakeholders, to get to know their different perspectives of the same issues linked with temporary use. The preferential renting instrument is a good example of an instrument not fully meeting user expectations and therefore not really meeting the city expectation to reduce and valorise vacant spaces. It seems to induce a form of 'precarious use' on the one hand expecting too much from bottom-up initiatives (i.e. in terms of reaching profitability, of compensating lower rent with self-refurbishment, etc.) and, on the other hand, not leaving the space for these initiatives to reach these expectations (i.e. providing low quality places, too short time for preferential renting, etc.)

Matchmaking workshop

Discussions during the city visit with social activists involved in cultural projects (such as Perfex and Raczej Gallery presented in a box above) or social empowerment initiatives (such as Zaklad Makerspace presented in a box below) show the strong potentials of these initiatives but at the same time huge difficulties to express and valorise these potentials. They struggle in paying the required rent for the space they occupy and often lack of arguments to show the indirect benefit of their activities that is likely to justify prolonged preferential renting.

Zaklad for instance is a so-called 'Makerspace', in other words a form of open and collective workshop. This type of initiative emerging in many cities all over the world is a typical social innovation: on the one hand, it shows evidence of strong assets in terms of social empowerment (attracting unemployed youth, fostering collective projects), capacity building (teaching skills, triggering economical activities), sustainable lifestyles (recuperating wasted material, teaching maintenance and repair of goods), etc. On the other hand, as an innovation in progress, it is not clearly defined, categorized and recognized by the different departments of the city administration and therefore not properly supported.

The case of the Zaklad Makerspace raises the need for a 'matchmaking process' between such promising grassroots initiative and city administration. This matchmaking process should take the form of a co-construction workshop where different social and cultural initiatives could sit together with different departments of the municipality and generate possible collaborations. They would look for synergies and partnerships on burning city problems such as social inclusions, youth employments, sustainable education, etc. The aim of the workshops would be to look for trade-offs balancing adaptations of each initiative to better meet the problems of the city with facilitations given by the city in terms of temporary use of the spaces occupied by each initiative.

Zaklad Makerspace

Zaklad makerspace ©Strategic Design Scenarios

Zaklad is young makerspace settled in the Poznan central area of Jezyce. Four young activists created it beginning of 2014, inspired by the Makers movement and the empowerment of grassroots population it generates worldwide. The place, previously occupied by a printing company that got bankrupt, is filled-up with materials and machines from heavy metal and wood workshop to refined 3D printers. Zaklad members provide hands-on courses and workshops, host projects, incubate starting businesses and generate many more creative initiatives.

The ownership of the space is private and rather complicated. The four initiators, also did acknowledged that they lacked some crucial skills such as proper management, including the setup of business plans and communication. Therefore, Zaklad initiative is very precarious. Members' subscription according to different daily and monthly rate, and donations, are hardly covering the rent and the 4 initiators have to earn their living doing another job aside.

Street managers and temporary city administrations

Mr Mariusz Wisniewski, Poznan Deputy Mayor responsible for city regeneration reacted positively when discussing the hypothesis of such matchmaking processes. As strong supporter of bottom-up initiatives to facilitate revitalisation processes of the city, Mr Wisniewski also would like to promote other forms of matchmaking between the city administration and the citizens. After the positive experiences of the citizens consultations for the Taczaka street and the future Tram depot museum (see boxes above), he would welcome the development in Poznan of 'street managers'. Similar to the 'green brokers' in Amersfoort or the 'street brokers' in Ghent, these mobile civil servants would work as an entry point for citizens in the city administration. They would strongly facilitate temporary use investigating vacant places, receiving requests of available spaces from local initiatives, building trust with owners, listening to all stakeholders and facilitating the matchmaking. Mr Wisniewski was also sensitive to innovative matchmaking places such as the 'Mobile Mayor Office' experimented in Seoul by Mayor Park Won-soon of the pop-up 'Public Innovation Place' experimented by the city of Liège during the RECIPROCITY Design Liège 2015. These initiatives are bridgehead of the city administration in the neighbourhood – or we could say: temporary city administrations – working as a contact and matchmaking point with citizens. Vacant spaces could be to settle such temporary city administration offices and so-doing civil servants working in these offices could experiment by themselves temporary use and better answer citizens' expectations.

Approach and composition of the URBACT Support Group

The URBACT Local Group will work with URBACT method. Through this method the different stakeholders involved should learn how interdisciplinary cooperation is beneficial and useful.

The URBACT Local Group in the preparation phase includes:

- Representatives of bottom-up initiatives (np. Otwarta Strefa Kultury, Koalicja św. Marcin, Zaklad, Wilda)

- Administration: employees of the City Hall involved in the topic and in particular representative from the following City Hall units:

    o Department of Culture – in reference to cultural activities

- o Business Activity and Agriculture Department – in reference to entrepreneurs

- o Department of Real Estate Management – ownership issues

- o Project Coordination and Urban Regeneration Office – regeneration and projects

- Agency for Municipal Real Estate Management (ZKZL): as the body responsible for management of municipal estate

- Politicians: Deputy Mayor, councillors (at the municipal and district level)

- Universities: University of Arts in Poznan, Poznan University of Technology

Initial focus of the Integrated Action Plan

The work of the URBACT Local Group to co-design an Integrated Action Plan should focus the following points:

- Diagnosis of the situation of temporary use of vacant spaces in Poznan – stakeholders, current tools, problems and difficulties

- Proposal of procedural solutions – unification of rules used in preferential temporary use of municipal vacant spaces and proposals of such solutions for interested private owners

- Focus on match-making workshops and process

- Elaboration (together with stakeholders) of crucial projects proposals of temporary use (cultural/ entrepreneurial/ smart city solutions) in selected locations in the City centre together with possible sources of financing

- Exploring possibilities of using new communication technologies to support cooperation among TU stakeholders and management of places created in vacant buildings and spaces

- Exploring possibilities of filling vacant spaces and buildings by greenery(for example pocket gardens) and activities or enterprises aiming at promoting circular economy and/or more effective energy consumption

- Proposing the model of cooperation platform between different units involved in temporary use topic.

X. RIGA'S PROFILE (LATVIA)

Main characteristics of the city

Riga is the capital of Latvia and the main industrial, business, cultural and financial centre in the Baltic region. Over 700 000 people live within the city boundaries, whereas the number of inhabitants in the Riga agglomeration is 1.15 million, which is around half of the population of Latvia.

The land area of Riga is 304 km², mainly dwelling areas (29.9%) and green areas (28%). The rest of the city land is divided in port areas (5.5%), technical building spaces (2.9%) and industrial areas (2.3%).

Riga is a city with a unique cultural and historical heritage – the Historic Centre of Riga has been included in the UNESCO World Heritage List and is remarkable with Art Nouveau architecture. Riga is a beautiful European city that develops large and small businesses. Great attention is paid to the tourism industry. Riga City Council and its leadership is making every effort to create favourable conditions for business development.

Main characteristics in terms of temporary use practice

Up to the global economical crisis in 2008 Riga was the fastest growing capital of European Union with booming property development market and emerging repurposing processes of old industrial and harbour areas around the city centre.

The first experiments in temporary use were spearheaded by the interest of private investors in revitalizing degraded areas, from one side, and lack of affordable and accessible space for the emerging creative and cultural sector from the other side. For example, after the initial plans for the development of Andrejsala, former dock-land area just next to the historical city centre. The investors in 2005 met strong interest from prominent culture and curator groups and thus agreed to open the area for temporary use by artists and social projects, making this area of Riga attractive again for the population. Similarly smaller scale temporary use projects have been given green light by private developers in VEF factory area and Spiķeri area rehabilitating former industrial buildings. However, overall the developers haven't seen temporary use as a strategic tool for area development, but rather it has emerged as an ad-hoc solution in context of large areas of unutilised space and demand for unconventional space by creative and culture groups.

Due to the crisis, many construction projects in Riga have been frozen turning boom into full-scale bust. Taking into account the economic situation, Riga faced the problem of large numbers of vacant property (more than 350 vacant properties have been mapped mostly in the city centre), as well as degraded territories and property (ruins). This gives rise to another motivation for implementing temporary use

projects, namely, to cover the maintenance costs and preserve existing buildings in the areas that are waiting new development opportunities.

Up to now Riga City Council Property Department which deals with administration and management of the entire estate owned by the city, has had no experience in temporary use projects. However, some projects, which transform municipality owned degraded land and areas with unclear development perspective into public use, have been developed by mixture of agents in the municipality and can be seen as temporary use projects. The economical situation is motivating the city to examine opportunities and find models to support and initiate temporary use projects both for municipal property, as well as private property.

Temporary use as an asset for neighbourhood revitalisation

Riga city administration has a past culture of top-down urban development, characteristic of the booming expansion of the city up to the 2008 economical crisis. Citizens' participation is taking off now with consultation in the neighbourhoods and urban development taking into account citizens' aspirations and implementing their ideas.

The requalification of Deglava city dump is an example. In the late 90s, the city expanded in this area around a city dump with habitations at a walking distance from dangerous toxic waste. The consultation of the populations living around showed needs for green and recreation area. A project was developed by the city in order to bridge between the current situation and citizens' expectations. The dump is now covered with a thick layer of land making a small urban mountain of green grass where families living nearby are expected to develop recreational activities (see box below).

Deglava street recultivated city dump

Deglava street ©Strategic Design Scenarios

Deglava area has been used as a dump during the Soviet period. Since the 70s, Riga city has grown up and developed around the dump that both was an unpleasant and dangerous area in the neighbourhood for the hazardous wastes it contained. Local inhabitants around pushed to turn it into a usable green place for the neighbourhood. A regeneration project was started based on a mixed funding from Riga city and from Europe. The dump has been covered by the large thickness of land and planted with grass. It looks now like a small hill in the city that after stabilisation will be used as a ski resort in the winter and picnic area in the summer.

Another recreational area, the Kipsalas beach shows an example of urban development of green space nearer to temporary use topic. The Daugava river traversing the city has been used by Riga inhabitants for bathing during summer time in particular the sandy river bench around islands of Lucavsala and Kipsala. With the success of this popular practice the area progressively developed into a temporary inner-city summer resort equipped for recreational and sport activities. It is now fully part of the touristic offer of the city in the summer and is a good example of informal temporary use benefits that turned progressively permanent (see box below).

Lucavsala, Kipsalas beach

Kipsala beach ©Kipsala beach archives

The summer in Latvia is very short and if you want to swim in the open water but you don't have enough time to go to the sea, Kipsala Beach is a perfect solution. After large scale deepening of Daugava river for shipping purposes, piles of sand were accumulated near the Vansu bridge up to 2012. As this place had been informally used as beach in the summer season, after removing of the sand Municipality set out to introduce here basic infrastructure for an urban summer resort area with beach volleyball, beach football and other outdoor activities. It was set out to be a temporary solution while awaiting possible larger scale development. In the meanwhile it offers Riga a recreational area available at just 5-10 minutes walking from the Old Town with a nice view towards the rest of the city.

Beyond use of unused land, the large quantity and variety of vacant buildings in Riga stimulated temporary use experiences aimed at reintegration and redevelopment of former industrial areas. The collaboration with the artistic and creative scene in particular allowed revitalizing urban areas and attracting the city population. The former warehouse buildings of the Spikeri area near the city central food market is a successful flagship project. A good collaboration between the warehouse owners, developers has been organized with the mediation of the Executive Board East of the city of Riga. The place was offered with cheap preferential rents to cultural and creative projects that played a determinant role in the requalification of the area known now as the Spikeri Creative Quarter (see box below).

Spikeri creative quarter

Spikeri creative quarter ©Spikeri archives

Spikeri is a new creative quarter settled in former warehouses near Riga's central food market. It is an example of owner initiated creative temporary use to facilitate development of a new creative-culture quarter. Spikeri developers negotiated backing of the City with Development Department organizing EU funded investment. Warehouses have been refurbished and the degraded outdoor space has been developed into a quality public outdoor space with organizational support of Executive board "East" of city of Riga.

Cultural initiatives benefited from temporary use of spaces during the transition period. They contributed to the requalification of the place. Main ones as the Dirty Deal Teatro, after end of tenancy in Andrejsala, moved activities to the new privately developed Spiķeri creative quarter in 2009 where it is still operating.

In the Spikeri project the collaboration with temporary users served more the interests of developers: in the end only strong artistic projects such as the Dirty Teatro involved in the temporary use scheme managed to resist the gentrification process and remained as a flagship of the creative quarter.

In the case of Andrejsala docklands the opposite happened: the redevelopment project failed and artists and cultural creatives involved flew away to more attractive zones of the city. The Andrejsala former harbour area of Riga was chosen for the construction of the new contemporary art museum. Private developers started investing in the redevelopment process and opening existing buildings for temporary use hosting artists in residence and exhibitions. The process worked and the area began to gain reputation as a new artistic hub attracting Riga's youth population. The museum project was cancelled by the Ministry of Culture and all the redevelopment strategy failed: Developers accepted more commercially oriented temporary users to try to cover their lost expenses. The area began to be less attractive for artists that settled elsewhere. The temporary use did not finish because it reached time limits but because the meaning of the place changed (see box below).

Both Spikeri and Andreisala cases shows the subtle balance needed to keep synergy and fair collaboration between temporary users and requalification of urban areas.

Andrejsala dockland area

Andrejsala ©Strategic Design Scenarios

Andrejsala is one of the first implementations of creative temporary use for development of large-scale private property project in Riga. This former dock-land area just next to the historical city centre was effectively planned to host a whole new neighbourhood on the waterfront with residential, commercial and recreational functions, including contemporary arts museum built in PPP with the state. The investors opened the area for temporary use for arts, culture and social projects in 2005. The initial, more socially oriented temporary use continued up to 2010. It was a successful to put the area back on the map of Riga, attracting large numbers of visitors and manifesting the creative energy of many grassroots groups and collectives. Although the crisis has stopped development plans of the area and the contemporary art museum project has been relocated in another part of the city, the initial temporary use strategy has attracted a next wave of more commercially

oriented tenants to the area provoking the migration of the artistic scene to more attractive area of Riga.

Temporary use as an asset for social change

Due to stagnant market conditions and large numbers of vacant property there is in Riga a sizable opportunity to introduce temporary use for privately owned property, as well as city and state owned property. Additionally, since the financial crisis and especially since the financial crisis and especially since Riga 2014, European Capital of Culture year, the number of creative and social initiatives in Riga have been visibly increasing while the rent-market is very often not serving their needs and prices are still too high.

In this context, Free Riga, an organization for temporary creative use of abandoned spaces was created in the beginning of 2015. Free Riga emerged as an artistic initiative. One of their founding actions was to print 5000 yellow stickers with "Occupy-me" written on it and stick them on all empty properties in order to give visibility to this phenomenon in Riga. About 15 founding members of Free Riga coming all from the creative and artistic arena leveraged on Riga 2014, European Capital of Culture year and the need for the city to find enough spaces to host all cultural and artistic initiatives to promote temporary use of vacant spaces.

Free Riga made a first map of vacant properties in Riga. It also set a strategy for temporary use implemented in two first projects with an idea to build up a scalable model of temporary use of the abandoned spaces in Riga.

The core idea of Free Riga model is to work as a temporary use intermediary. Free Riga negotiates a temporary use-house guardian contract with an owner of an empty house and commits to find suitable initiatives interested to use and maintain the space for the time available. Initiatives, in turn, become members of "Free Riga" and have to cover the communal, property tax expenses and a small membership fee (similar to a preferential rent for the space used), while in return taking up responsibilities of looking after the house, making some improvements to it, as well as engaging with local community and providing it with a new public space.

One of the first two projects is Puskina 11, an empty group of buildings in the Puskina street. Free Riga settled there its own workshop and office spaces, as well as sub-rents spaces for other artistic and social initiatives (see box below).

Puskina 11 - Free Riga workshop and office space

Puskina 11 ©Strategic Design Scenarios

Dzivnieku Briviba (Animal Freedom) is a volunteers-based NGO active in the field of animal protection funded from donations and memberships. They are among the different social, entrepreneurial and art initiatives that are members of the space at Puskina 11, one of the first examples of organized temporary use by Free Riga. Puskina 11 is a group of administrative and technical buildings of a former flour factory, a group of two floors' houses around a courtyard belonging to a wealthy owner. The property has not been sold or developed yet because of the economic crisis. In the meantime the owner opened the place for temporary use in exchange for either covering property tax, or getting tax reduction from the municipality. Free Riga opened its workshop and office spaces there in autumn of 2015. Since then they have accepted other member organisations and initiatives and sub-rented the space to them, host regular cultural activities, curate one art festival per year and organised collective cooking once a month.

Free Riga second activity is to organize cultural events and an artistic festival every year. It is very well connected with the artistic scene of the city. This helps them a lot to achieve their brokerage role in temporary use and find adequate match between owners ' expectations on one side and users' profile on the other side.

In the case of Zunda garden their broker role leaded them also to mediation between the two parties. The owner of a former furniture and tractor factory wanted to promote the nice surroundings as a small park open to the public with fruit trees available for free picking in the summer. Free Riga set up Zunda garden project and organized concerts, exhibitions in the building and outdoors activities in the garden in exchange of the promise to take care and improve the garden. The temporary use collaboration allowed attracting youth during all the summer 2015 although it did not completely match the owners' expectations of promoting an attractive community garden in the perspective of future residential redevelopment of the area. Free Riga is now busy mediating between the owner expectations of

maintenance service and the temporary use initiative for better convergence and has obtained another year of temporary use (see box below).

Zunda garden - concerts, exhibitions, outdoor

Zunda garden ©Free Riga archives

Former area of furniture factory "Grivas mebeles" and neighboring tractor factory is one of the first creative temporary use examples in Riga. In early 2000s owner opened some of the buildings to avant-garde contemporary theatre and music festivals and other cultural activities, which resulted in recognition of the area as a prospective creative quarter. In late 2000s the owner could sell some of its buildings for setting up a private university. However, part of the factory area was still vacant. In early 2015 Free Riga got into contact with the owner and due to his positive experience with temporary creative use negotiated 1 year temporary use contract for a part of large empty hangar. The project turned out to be successful and more than 50 concerts, exhibitions and festivals took place there in summer 2015. The surrounding garden was also opened in spring 2015 and used for recreation activities and outdoor picnics throughout the summer season. Additionally, as Zunda garden is bordering Zunda channel, the temporary use project serves as a base of experimenting with opening Riga's historically underutilized waterfronts for public access. As a result of arts installation workshop organized by Free Riga a new ponton was developed on the waterfront to stimulate public access to and interaction with the waterfront.

In the temporary use mediation model developed by Free Riga, the NGO plays the role of an intermediary in a form of a temporary use broker organizing the match-making and ensuring the best collaboration between parties all along of the temporary use period. One of the founders of Free Riga, the Kanepes Cultural Centre is a good example for such relationship. In 2011 the founders of Centre negotiated 10 year temporary use contract of a 3 storey wooden building in the centre of Riga in exchange for renovating it. Since then this initiative has become a bustling and well-known cultural place in the city. The building was progressively renovated parts by parts. The Cultural Centre enlarged its range of activities organizing for instance

"Sunday brunches" with refugees making it more accessible to the people beyond the art and culture community. However, due to the reconstructions, as well as increased attractiveness of the space, its owner now sees it as a valuable asset expecting larger return from it, therefore some tensions have arisen. It is one of the founding member of Free Riga demonstrating both the potential and risks of expanding such temporary use model to a larger scale (see box below).

Kanepes Culture Centre

Kanepes Culture Centre ©Kanapes Culture Centre archives

A run down wooden 3 floor building was previously hosting music school. It was standing empty since 2000. Owner, student fraternity "Lettica", entered a 10 year temporary use (without rent) contract with Davis Kanepe and his family in exchange for investment into renovating the building. What is now well known as the Kanepes Culture Centre was created. It works as an independent cultural centre organizing more than 250 cultural events per year including concerts, exhibitions, cinema, conferences and talks.
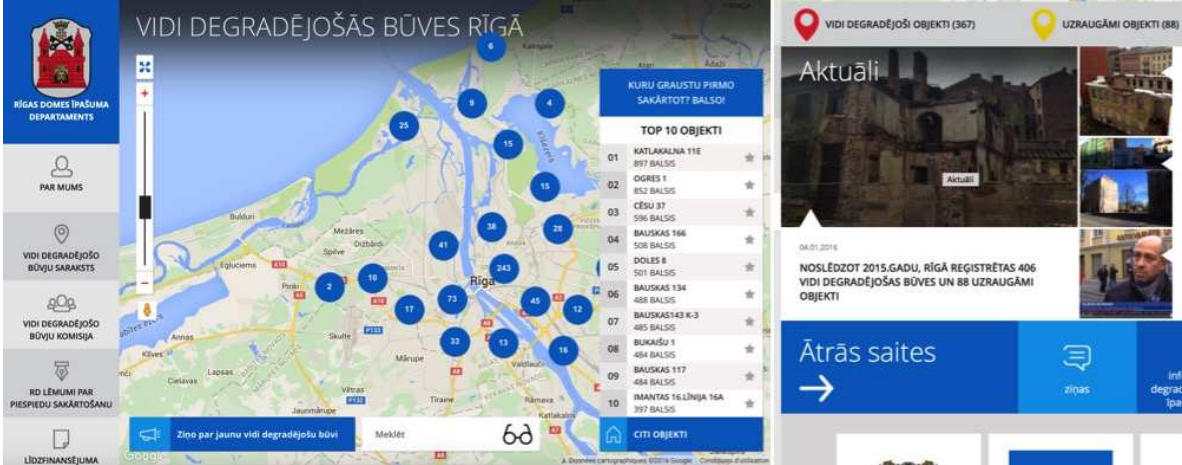
Temporary use as an asset for governance evolution

Facing the challenge of large number of degraded property Riga City Council Property Department in 2013 established a special Division to facilitate improvements of the condition of the degraded property. The Division maintains records and inspects degraded territories and buildings, as well as oversees a Commission that levies increased rate of property tax on the degraded property.

This regulation focuses on the security for the citizens passing by, as well as the impact on the aesthetic of the city. Degraded properties are classified in 3 categories: buildings which structures represent a danger because they can fall down; buildings structurally fine but with a facade in a bad condition; buildings that don't represent a danger but which facade is degraded and not good looking.

The implementation of this regulation is based on a participative website where citizens can signal degraded properties and vote to give priorities to different building refurbishment (see box below). The buildings signalled on the website are then visited by two municipality inspectors that confirm the level of degradation and set the increase of the tax rate.

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www.grausti.riga.lv

www.grausti.riga.lv ©*Property Department, Municipality of RIga*

A Division of municipality Property department ensuring proper real estate maintenance has developed a map based internet tool where the citizens can get information about the activities, projects, perspectives to tackle the challenge of degraded property. The portal has a map, photos and addresses of sites that require renovation. People can signal degraded property in their neighbourhood to the municipality and vote which properties should be reconstructed first.

Up to now Riga city has had no projects or strategies developed to facilitate temporary use. But the Division is looking for other ways to motivate and support owners to bring their property in a better condition and to recognize temporary use as one viable option. Therefore in 2014 Property Department and "Free Riga" entered into a partnership agreement with a common aim to find ways how to cooperate to revitalize the degraded property of Riga. The core idea of this agreement is to build a win-win exchange between owners, initiatives looking for space and the municipality: owners of degraded properties hosting temporary users may get reductions on their tax rate; temporary users are encouraged to pay a rent in kind in particular by contributing to the maintenance and refurbishment of the property; the municipality get then both a renovation dynamic of degrading property as well as support to cultural and social economically weak projects.

This virtuous circle agreed and tested between Riga city administration and Free Riga NGO is fostering temporary use practice. Although successful, so far this practice has not been yet systematized. The city administration switched from repression-only with the increased tax rate to incentive of temporary use. But more is

needed to systematize this practice. *"We need information and supports on how to deal with organization and security in temporary used places"* says Kaspars Lielgalvis, initiator of Totaldobze arts centre, Riga. Kaspars' experience is characteristic of the grey zone in terms of legislation of temporary used vacant places: when starting Totaldobze he voluntary called the fire security services of the municipality for inspection of the place. Their expectations to reach security standards for public access were much too high to be reachable within a temporary use context. However, if it weren't for Kaspars request, the municipality services would not have checked the building. Between complying with full security requirements and no security controls at all, an average should be found to facilitate the diffusion of temporary use practices.

Totaldobze case shows also the limits of maintenance by temporary users with no economical support and only their workforce to invest. There is here a paradox: the more temporary users succeed in renovating the place, the more it recovers its commercial value, attract more economically robust projects and the more they are likely to trigger increase of renting price by the owner. The subtle balance between virtuous win-win circles and self-created gentrification is difficult to keep (see box below).

Arts Centre "Totaldobze"

Totaldobze ©Strategic Design Scenarios

Kaspars Lielgalvis is initiator of Totaldobze arts centre and also one of the founders of Free Riga. In 2009 Kaspars, lost his job and decided to dedicate to the organization of artistic activities. He created Totaldobze arts centre first installed from 2010-2013 in premises of former factory VEF and later moved to another large scale temporary space "Press house". Totaldobze's temporary users benefit from preferential rent in exchange of basic maintenance and some improvement of the building equipment (electricity, water, etc.). Totaldobze is not robust enough to negotiate a global price for the space and sub-rent it to the different users. Rents increase with more financially stable activities coming in such as a photo studio or a group of architects.

A form of gentrification of the place developed and Kaspars decide to leave his own studio because he cannot afford the rent anymore.

Opportunities and challenges for temporary use in Riga

Giving visibility to temporary use experiences

The main proportion of the degraded territories and property (about 89%) is owned by private owners (8% by the municipality and 3% by the state). Although there have been successful experiments with temporary use, owners don't have experience and recognition of temporary use as a viable model for using, maintaining and increasing attractiveness of their property. Furthermore many investors believe that they will soon get financing for starting development of their property, while the market situation is not improving and reality is demonstrating that many properties stand vacant, "waiting" already for many years. In order to build trust in temporary use practices a dissemination of the success stories is needed. Good cases should be put forward as demonstrators. Temporary use should be given visibility as valuable solution likely to serve mutual interests of owners, cultural and social projects with benefits for citizens and for the city.

Setting a temporary use framework for the city

A temporary use model has been experimented and tested with positive results but it has not been established and publicly recognized as a viable solution for use of vacant or degraded properties. The memorandum agreed between the municipality and Free Riga should be confirmed and strengthened. It should leverage on the degraded property tax reduction for temporary use in order to incentive private owners to give access to vacant properties on the one hand and, on the other hand the function of temporary use agency should be developed and amplified. The rich experience of Free Riga in the cultural and artistic field should be expanded in social, sustainable initiatives and projects oriented to entrepreneurship. The services provided by the agency should also include information on temporary use experiences and practices of counselling on critical issues like security and rehabilitation. The agency should develop skills as a facilitator and broker between owners and temporary users.

Developing temporary use as a service.

Beyond a mutual agreement between a property owner and a cultural or social initiative, temporary use can be described from the different experiences developed in Riga as a form of service both to owners and to the redevelopment of the city.

The definition of such a service supposes a change of posture. Temporary users are not anymore the demand side: they represent the offer. Taken one by one they provide - and potentially sell - a service of light maintenance of vacant properties to owners in the form of house sitting: they occupy the space; pay the energy to warm

it and keep it safe from decay in winter; they ensure maintenance of the basic habitation functions (water, electricity, heating, etc.) as any tenant do.

Taken as a whole they represent a service of redevelopment of unused or dismissed urban areas. Coordinated between each other and with the urban redevelopment plan, they are likely to attract population interest in previously non-frequented zones, requalify an area into a cultural, artistic place, a place for gathering and socialization. They are likely to help the refurbishment of the social fabric and the integrated development of communities.

Such a form of professionalization of temporary use could be another asset provided by a temporary use agency.

Approach and composition of the URBACT Local Group

Currently Property Department is considering setting up the Local Group on the basis of cooperation with "Free Riga" and other crucial stakeholders:

Representatives of Municipality and State institutions:

- Olegs Burovs, director of Riga City Council's Property Department.

- Vladimirs Ozolins, director of Rent Board of Riga City Council's Property Department.

- Boriss Maizenbergs, director of the Reconstruction Board of Riga City Council's Property Department.

- Baiba Smite, director of the Culture Board of the Riga City Council's Department of Education, Culture and Sports.

- Representative of Riga City Council's Executive Board "East".

- Representative of Riga City Council's Construction Board (Buvvalde).

- Representative of State or Riga Heritage Protection Agency.

Representatives of academic institutions:

- Egons Berzins, professor of Riga Technical University, Faculty of Architecture and City Planning.

- Oskars Redbergs.

Representatives of temporary use projects:

- Marcis Rubenis, Free Riga.

- Davis Kanepe, Kanepes Culture Centre.

Representatives of culture and civic organizations:

- Kaspars Lielgalvis, Association of Creative Quarters and Territories.

- Rasma Pipike, Civic Alliance of Latvia.

- Solvita Krese, Latvian Centre for Contemporary Arts.

Property owners and representatives of property development industry:

- Edmunds Garancs, Maris Janis Oga (vajag kādu mākleri-attīstītāju)

- Harijs Rozensteins, (owners)

Initial focus of the Integrated Action Plan

The scope of Integrated Action Plan for Riga could be:

- To give visibility to local and foreign temporary use experiences as a tool for revitalizing degraded and vacant property.

- To introduce temporary use model to wider audience in the city government and connect different stakeholders to facilitate its implementation.

- To develop a research on viability of temporary use model and conditions for its implementation.

- To promote temporary use to different types of owners and design support instruments for encouraging adoption of it.

- To facilitate identification of legal challenges for implementation of temporary use and stimulate the necessary revisions of normative documents on Municipal, as well as State level.

- To develop a pilot project idea for implementing the temporary use model for the city-owned property.
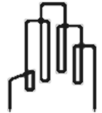
PART 3: SYNTHESIS

I. WHAT CAN REFILL ADD TO TEMPORARY USE?

Investigating the issue of temporary is a topic with a high integration potential: especially when dealing with its potential on organisational shifts, many interlinkages and connections appear. The issues at stake are increasingly complex, the interests can be strongly diverging, whereas it seems clear that the potential for cities is huge. In the current state of city development temporary use is a crucial element to integrate into mainstream urban planning. At the same time, municipalities are increasingly setting up new collaborative models through cooperation with stakeholders and citizens, but also while adopting new postures: they develop trust and empowerment of citizens and grassroots initiatives, "let go" postures, at the same time as working more transversally in their own administration(Jégou and Bonneau 2015). This last point is crucial in light of the complexity of temporary use, which often implies varied city administration departments.

As such, the REFILL network's objectives are to go one step beyond what has been achieved previously and to contribute to a wider quest for new governance models to support temporary use:

- **Exchange and evaluation of local supporting instruments**: to upscale and distribute temporary use through good practices, to explore on new challenges, and to enhance the participation and co-creation of policies in relation to this topic;
- **Ensure long lasting effects of temporality**: to enable continuous development of temporary use initiatives, to build useful business and financial models to ensure continuity and independence, to deal with creation of expectancies in relation to vacant plots, and to capture the dynamics created around temporary use; and,
- **Build a more flexible, collaborative public administration**: to engage with the dynamic forces in the urban society, the search for more integrated and horizontal working procedures, to rethink the roles of civil servants, to adapt legal frameworks, to enhance the role of politicians in this policy shift and to promote social innovation in these changes.

II. CITIES' CONVERGING POINTS, EXPECTATIONS AND CONTRIBUTIONS TO THE REFILL NETWORK

1. Approaches and coverage of the subject

Stretching the subject

The different partner cities showed a large variety of entry points to the subject. Their respective various contexts and different approaches are "stretching" the subject of temporary use in many ways providing multiples and rich viewpoints to explore for the REFILL network. We list them here to demonstrate beyond the good and balanced European coverage of the network, the richness and multi-dimensional coverage of the temporary use subject by the partner cities involved in REFILL.

Beginners versus experimented

Some of the partner cities' experience in temporary use is quite young. Cluj, Ostrava , or for certain aspects Helsinki, could benefit from other partner cities that have more than 10 years of experience. These, such as Bremen, Ghent of Nantes would benefit in return from fresh ideas of beginners and of a renewal of their approaches.

Small scale versus large scale

Some cities show very tiny examples of temporary use: Athens with the 2-room *synAthina Kiosk* first public space available for rotational use or Cluj with *Somes* installation allowing the population to rediscover its riverbanks. But these examples are very promising of further developments in their respective cities because they work in the same way as the largest examples of temporary use such as Nantes' *Island*, Ghent's *DOK* or Ostrava's *Hlubina*: they accommodate social innovation and they are "experimentation buffers" for city redevelopment.

Short term versus long term

If most of the participating cities agree with literature on usual period of one-two years for temporary use, they sometimes "stretch" the temporary period to certain extremes: a day or so for *Living Ostrava Differently* urban temporary experimentation festival to more than 10 years for Nantes' *Karting* temporary business incubator…

Seasonal versus winter proof

The potential of temporary use and its feasibility depend of course a lot from the latitude in Europe: a vacant building can accommodate activities nearly all year long in Athens whereas in Helsinki it requires already a good level of insulation and thermal comfort. This dimension influences very much accessibility and cost of temporary use.

Institutionalized versus tolerated

Temporary use develops in Ghent thank to the support of the Policy Participation Unit and the City Fund for Temporary Use. In Bremen, the ZwischenZeitZentrale is a form of public service or agency for temporary use set by the city administration. At the opposite, the Navarinou Park, in Exarcheia is a *de facto* temporary use tolerated by the city administration confined to a squat.

Public-driven versus private-driven

In most of the partner cities, whether advanced of not, temporary use is an issue tackled by the city administration. In Riga, the subject emerged from cultural activists reclaiming spaces to accommodate the events of Riga Culture Capital in 2014. In Ostrava, the largest example of temporary use in the Lhubina Cultural District is driven by the Vitkovice Machinery, a private company owning the site.

Top-down versus bottom-up

Partners cities show a complete palette of examples from citizens-driven initiatives as *De Site* in Ghent where the city administration "let it go" to the population of the Rabot neighbourhood to steer the project to long term planned temporary use within city redevelopment in The New City in Amersfoort or Nantes Island in Nantes. In between, all possible blends of bottom-up initiatives with top-down support can be seen in the REFILL network.

Subsidised versus contributing

The Fund for Temporary Use, in Ghent, or the subsidies from the ZwischenZeitZentrale, in Bremen, are spent to support temporary use development instead of investing private money in temporary and often privately owned places is a critical question. The preferential rents for temporary use of vacant buildings in Poznan or the low rent of the volunteers-based community centres, in Amersfoort, propose the tenants to benefit from a cheap access to buildings in exchange of providing a social service.

Occasional use of public space versus intensification of use of public assets

Last but not least certain partner cities' entry point in temporary use is coming from accommodating cultural events in the public space: in Nantes temporary use is using a Precarious Occupation Convention of public space as streets markets and summer festivals do. In Cluj a Local Taxes Policy for temporary use of public spaces is developed on similar bases. In other cities, the entry point is temporary use of unused public assets. Helsinki is engaged in a process of intensification of the use of public facilities such as giving access to public library in the evening and Ghent is increasingly considering the practice of "multiple use" such as opening the parking of a private company as a sport hall during weekends.

2. A REFILL working definition

These multiple dimensions are stretching the subject of temporary use in many directions and sometimes slightly beyond the boundaries of the project. We therefore, in a workshop during the Poznan kick-off meeting, the city partners co-designed a working definition of what is considered as temporary use for the REFILL project (see box below).

Collective visualization of REFILL definition

Collective visualization of REFILL definition, 27 October 2015, Poznan ©Strategic Design Scenarios

During the kick-off meeting in Poznan, on 27-28 October 2015 , a workshop with the six initial cities of REFILL partnership was dedicated to mapping the assets, approaches and experiences of the network. Subgroup discussions were organized around 6 posters:

- **Vacancy**: mapping problems and opportunities from experience of partner cities.
- **Boundaries**: mapping initiatives considered inside/outside REFILL boundaries defined by REFILL working definition criteria (temporality; sustainability; societal; synergies)
- **Synergies**: mapping the different cities' initiatives along the REFILL aim of organizing integrated, collective, transversal, cross-fertilizing activities.
- **Instruments**: mapping and clustering the different types of instruments experienced by the REFILL partners to support temporary use.
- **Long lasting effects**: mapping long lasting effects of temporary use witnessed by partner cities and their strategies to go beyond temporality.
- **Collaborative administration**: mapping the effects of the temporary use in transforming the city governance and municipality practices.

This work ended-up with six collective visualizations helping to frame the REFILL topic and to assess assets towards partnership enlargement.

Rather than strict definition, we proposed a concentric model with four key pillars but without excluding all the richness of approaches and entry points for the project as described below.

Temporality

The use of public or private place/assets should have a concern of temporality. Refurbishment of vacant places into permanent structures may be interesting but it is not the core of REFILL.

Sustainability

The overall temporary use and activities developed should aim at more sustainability (social, environmental and economic) and more democracy.

Integrated

The temporarily used places should aim at organising integrated, collective, transversal, cross-fertilising activities. The use of vacant places for single activities may be interesting but are not considered the core of REFILL.

Societal

The temporarily used places should provide an added value for the city, for the citizens of the neighbourhood. The temporary used place providing added value only to the beneficiaries using the place are not considered as the core of REFILL.

3. 6 emerging topics

The field visits allowed getting a good understanding of the practices and challenges in the 10 partner cities. They also allowed forming six topics around the core REFILL subject of temporary use matching recurrent issues and common concerns. These 6 topics have been presented in detail to the 10 partners during the final REFILL meeting in Ghent, 17-19 February 2016. The objective of these presentations was both to share a first level of lessons learned visiting the 10 cities and to "crash-test" the 6 emerging topics. Their presentation below includes the remarks and comment received from the 10 cities and is agreed by them.

Presentation of the 6 cluster topic, 17 February 2016 Ghent © Strategic Design Scenarios

More than an academic partition of the temporary use subject, the 6 topics presented below reflect experiences, assets, strengths but also knowledge gaps, weaknesses, expectations of the 10 partner cities. Each topic is organised in the same way starting with basic issues, practical needs and it ends with more exploratory and conceptual questions.

Topic 1: Fitting temporary use in the legal framework…

To develop, temporary use should be recognised as practice by the city administration and it should benefit from an adaptation of building.

How can cities map the potential of vacancy and temporary use offer?

Informal vs. active mapping © Strategic Design Scenarios & ZwischenZeitZentrale

Partner cities show a wide range of practices. They range from informal bottom-up initiatives (i.e. activists collective Free Riga sticking in one night 5 000 "occupy-me" yellow stickers on vacant buildings in Riga; Fanis Katantaris "Unoccupied Buildings" project for the Documenta 14 Art Biennale mapping occupation of building during a citizens' walk in Omonia area in Athens) to active mapping organised by city administrations (i.e. the *Vacancy Detector* map in Bremen; the Urban Gardening Map, identifying all empty urban land suitable for food growing initiative in Amersfoort). In between, other interesting practices should be mentioned such as contributive mapping (i.e. www.grausti.riga.lv website where citizens can themselves signal degraded empty properties to the Property Department in Riga) or open data (i.e. Forum Virium Helsinki experimenting with open public data is likely to help detecting unused building in the city).

How can cities find space for temporary use within the current administrative structure and legal framework?

Common practice vs. case by case © ZwischenZeitZentrale & CoolTour

For this question as well, REFILL cities offers a large range of situations. In some cities temporary use is a common practice (i.e. the ZwischenZeitZentrale is a project from the Bremen city administration to support temporary use; the Fund for Temporary Use is an initiative of the city administration of Ghent). In other cities, temporary use is still to be integrated into the legal framework (i.e. temporary use is discussed case by case for Kipsily Market in Athens or CoolTour cultural centre in Ostrava). In other cities, the situation is in progress (i.e. the Property Department of Riga city is experimenting a Memorandum for Temporary Use with Free Riga cultural association; the city of Amersfoort is aiming at a systematization of its policy and at more transparency between temporary users. Finding a place for temporary use in both the legal framework and the current practices of the city administration if a clear scope in REFILL (i.e. for Athens, Cluj, Ostrava, Riga, Amersfoort).

How can cities adapt technical requirements, security standards, public access rules to facilitate temporary use?

Safety of temporary use places © Strategic Design Scenarios

"If we wouldn't have asked, they would have never come to control" says Kaspars Lielgalvis, after he asked the Fire Brigade for an inspection of the Totaldobze arts centre in Riga. Between full construction standards and "acting outside the radar", the development of temporary use requires finding lighter safety requirements: Nantes, for instance, is developing temporary use under the Precarious Occupation Convention. This legal framework is normally used for street markets or festival occupying public space for some hours or some days. "It allowed the negotiation of each possible standards, exploring and experimenting technical trade-offs between security, accessibility and economical costs more suitable for temporary use, says Viriginie Barré, architect at SAMOA, Nantes, but each year, it is more difficult". This practice may be a possible solution to explore for other cities (i.e. Cluj is preparing a first policy paper on temporary occupation of public spaces).

How can cities deliberate democratically between social, environmental and economic benefits around temporary use and property economic value?

...a decision tree towards more transparency between societal and economic value

[Project development department, Amersfoort]

Going towards more transparency ©Strategic Design Scenarios

The city of Amersfoort is exploring this burning question. A strong conflict occurred in 2013 around Weggeefwinkel and Weggeeftuin a give away shop and a community garden in temporary use: how can the city decide between keeping the social benefits of this grassroots initiative and the other social benefit of selling the property to build social logging? "You cannot assess social value in money, says Bertien Houwing, Vice-Mayor responsible for Social Innovation, Participation & Communication in Amersfoort. Only the opposite is possible: assign finance to social activities you collectively decide to have". In order to progress on this difficult question, the Project Development Department of Amersfoort is developing a decision tree to explore this difficult question. In Amersfoort, in particular, and among REFILL partner cities in general, more clarity and transparency on temporary use, better informed decision making, and democratic public deliberation process are requested.

Topic 2: Brokering between stakeholders involved in temporary use…

Temporary use requires an accurate and dedicated mediation between stakeholders, support on the field and all along the temporary use period and beyond.

How can cities better communicate the benefits of temporary use for the different stakeholders?

Guided tours, cases and demonstrations ©Strategic Design Scenarios & ZwischenZeitZentrale

Temporary use is a systemic mutual benefit process: it means "soft maintenance" of buildings for owners; access to low rent spaces for users; a more lively and dynamic neighbourhood for residents and merchants: a "experimentation buffer" for urban planning and a cultural, social and economic development booster for the city; work provision for architects and urban designers; an intensification of use of equipment in terms of sustainability; etc.

Explaining well temporary use and making it understandable to each stakeholder is a challenge. Partner cities answer this issue collecting examples of good practice (i.e. the database of cases from the ZwischenZeitZentrale in Bremen) and showing demonstrators (i.e. neighbourhood managers organizing regularly visits of temporary use in Ghent; SAMOA conducting guided tours of temporary use processes on the island of Nantes).

REFILL intends also to tackle this challenge in particular with systematically collecting cases to facilitate the exchanges of experiences between the REFILL network and better disseminate outside (i.e. 30 cases exhibited during the Poznan kick-off meeting; 96 cases shared during final meeting in Ghent; a program of 3 slides-3 minutes *Speed Presentations* captured in video at each transnational meetings and sedimenting in the REFILL video library).

What are the mediation needs and skills between temporary users, owners, residents and cities themselves?

Brokering and political engagement ©Strategic Design Scenarios

Temporary use requires mediation between the stakeholders and trust building (i.e. neighbourhood managers plays a key facilitation role in Ghent; Amersfoort Urban Planning Department is animating the Amersfoort Business District network with real estate owners). This brokering activity is sometimes difficult: *"between local government and citizens' initiatives I feel often like a sandwich"* says Nathalie Desmet, Neighbourhood manager in Ghent. It requires also a form of "letting-go" from the city. For Stefaan Vervaet, also Neighbourhood manager in Ghent: *"it's difficult for a city to let customers in the kitchen"*. As Els Lecompte, Head of Policy Participation Unit in Ghent claims: "We are aiming at civil servants 2.0: who don't think from inside, flexible in their working hours and in their minds, ambassadors of the city administration on the field".

Policy cohesion within the city administration ensures synergy between real estate and temporary users initiatives (i.e. the steering group of Bremen's ZwischenZeitZentrale includes four city departments: economy, construction, finance and culture). Finally, participative governance and political engagement ensures that temporary use is taken in consideration at the city strategic level (i.e. the Policy Participation Unit managing the Fund for Temporary Use in Ghent is bridging between citizens and elected representatives; a new Vice Mayor for Civil Society and Municipality Decentralization was newly created in Athens to facilitate better collaboration between the city administration and the citizens). And as Daniel Termont, Mayor of Ghent says: *"You cannot govern from the town hall. To have this kind of politics, you need to be together with the population"*.

How can cities foster the matchmaking between temporary users, owners of vacant properties, residents living around, and different cities departments potentially involved?

Demand-driven vs. offer-driven ©Strategic Design Scenarios & Free Riga

"It's when the initiatives are asked to justify themselves that they begin to think about their value" remarks Hans Buitelaar, Vice-Mayor responsible for Real estate in Amersfoort. In other words, temporary users initiatives often have great potential but a specific mediation is needed to unpack their multiple societal benefits (i.e. Bremen's ZwischenZeitZentrale works as a demand-driven temporary use agency for users; Free Riga offer-driven model on the contrary is scouting temporary users to fit owners requests).

REFILL partner cities feel the necessity to strengthen their mediation capacities.

Contributive web platforms can play a role (i.e. synAthina platform in Athens is likely to facilitate temporary use to be able to accommodate social innovation focused by the platform). Matchmaking could be organized between city administration departments and temporary users' initiatives (i.e. Zaklad Makers' space in Poznan and Cluj, Grassroots movements in Ostrava are willing to take part in matchmaking workshop to find possible synergies between their actions their respective city administrations). The administration itself could use temporary vacant spaces to better liaise with the population (i.e. pop-up administration and temporary administration offices could facilitate stakeholder dialogue prior to the renovation of the Taczaka street in Poznan).

Topic 3: Supporting temporary use

In order to benefit from temporary use, initiatives need to be supported and to adopt the right temporary posture.

How can cities provide practical support to temporary use?

...advises in negotiation, contracts' templates

[ZZZ coaching temporary use projects, Bremen]

Coaching © Strategic Design Scenarios & ZwischenZeitZentrale

"We need information and support on how to deal with organization and security in temporary used places rather than subsidies" claims Kaspars Lielgalvis, initiator of Totaldobze arts centre in Riga. Some of the partner cities have developed a large range of such technical supports that could be shared and adapted within the REFILL network (i.e. temporary use contracts' templates, advises in negotiation, coaching of grassroots initiatives starting fro their need in term of space, etc. developed by Bremen's ZwischenZeitZentrale, Ghent Fund for Temporary Use or SAMOA urban and economic development agency in Nantes).

How can cities help to generate temporary use charters and codes of conduct?

...fostering good neighbourhood relationships

[Government acoustic isolation, Fund for temporary use, Ghent]

[Taczaka street terraces closing at 21:00, Poznan]

Community building ©Strategic Design Scenarios

Most of the time the more initiatives are innovative and promising the more it is difficult to accommodate them in harmony with their environment. It starts with the residents living around: cultural initiatives are often making noise at night and attract concentrations of people likely to be seen as a disturb by the residents living around (i.e. night life can occupy public space on the Taczaka street but need to close at 21:00; Kanepes Culture Centre in Riga installs sound insulation in front of its windows

every evening before concerts start in order to avoid disturbing the neighbourhood). Beyond the residents living around, the different temporary users of the same space are also likely to disturb each other and enter in conflict (i.e. Plantage 9 e.v. an hotelling of art studios in Bremen requires a constant management and mediation between the different temporary users to solve potential conflicts and find collective solutions to problems).

Temporary use charters and codes of conduct are required in the above-mentioned examples to foster good understanding between the different stakeholders involved.

How can cities provide temporary use coaching to make temporality an asset instead of behaving as quasi-permanency?

...set initiative as more resilient and fluid

[Harmen Zijp, De War, Amersfoort]

...adopt a temporary, light, mobile posture

[Gaetan Bourdin, Aire38, Les Badauds Associés, Nantes]

Resiliency and mobility ©Strategic Design Scenarios

Nothing is more permanent than the temporary says the Greek proverb. The first meaning is that, often, temporary settings tend to stay for ever. But for Olegs Burrow, Director of Riga City Council's Property Department quoting this proverb, it means that most of the temporary users are hoping to stay beyond the period of time allocate to then and tends to behave as if they would be permanent users. The temporality is perceived as precariousness and it is not a positive value for most of the temporary users met in the different partner cities. It is the case for most of them but not for all of them: some temporary users developed the idea that temporality may be an asset. For De War, in Amersfoort, a large hotelling of mixing cultural, scientific and social initiatives vacant urban space should be regarded as a common good. De War has since 10 years been iin a temporary use on a 3-month notice. For Harmen Zijp, one of the initiators, this has been stimulating for the project. For Gaetan Bourdin initiator of Les Badauds Associés in a temporary use on the Nantes island: "there is a difference between unpredictable and voluntarily temporary".

The REFILL network is likely to explore this promising posture: in our rapidly changing society, fluidity, adaptability, mobility are likely to be more resilient in comparison with traditional permanency and stability.

Topic 4: Developing temporary use as a (normal) service…

Temporary use is a new "normal" in cities (vacant urban spaces are not anymore considered as an anomaly) and as such it is likely to develop as a service with incentives and rules.

What are the instruments available to incentivise temporary use for property owners and users?

The REFILL partner cities are showing a palette of incentives for temporary use targeted at users on the one hand and, on the other hand at owners.

Rent exemptions ©Strategic Design Scenarios

Subsidies may be available to help temporary users to improve the vacant space and adapt it to the need of their initiative. The Fund for Temporary Use in Ghent for instance is only focussed on light renovation (i.e. improve security; adapt to public access; improve acoustic insulation, etc.). A jury from the city administration is mainly checking the existence of a contract with owner and the social benefits of the initiative.

The ZwischenZeitZentrale in Bremen follows a different strategy allocating seeds money to kick-start the initiatives themselves and not the temporary use. Very low amounts are deliberated by ZZZ steering committee and work as an encouragement to realise a first project (i.e. create a new show, organize a concert, buy equipment to start the business, etc.) and indirectly encourage the temporary use. This form of sponsoring of initiatives is so far largely underspent compared to the number of temporary use promoted by ZZZ.

Poznan adopted a system of preferential rents: temporary users benefit from very cheap rents the first year in exchange of their investment in kind in light renovations and maintenance of the space. The preferential rent increases the next years with the maturation of the project or the business to reach commercial price after 3 years.

SAMOA in Nantes plays with its double role of urban and economic development: as urban development agency they acquire the real estate. They invest in a temporary renovation and make sure that this investment will be covered with the temporary rents. Afterwards, SAMOA demolishes the place and sells it to private developers. In the mean time the city has benefited from large-scale quality temporary use hosting business incubators, creative start-up, social entrepreneurs, etc.

Tax exemptions and penalties ©Strategic Design Scenarios

REFILL partner cities also show a palette of incentives targeted at property owners. The city of Riga uses a system of tax exemption: the city Property Department is applying various levels of penalties to degraded properties. They experiment in partnership with Free Riga NGO a tax reduction model for empty properties open for temporary use. In return temporary users engage in light renovation of the degrade properties.

The city administration is likely to play a role of trusting third party encouraging owners in temporary use. Amersfoort organized a network of real estate owner and introduced the idea of temporary use to redynamize Amersfoort Business District. Bremen city administration is likely to call owners and encourage them to open their vacant space to temporary use.

Despite these actions, many of the REFILL partner cities have to face out of reach owners mainly because properties are either included in large investment packages or because they are in the hands of big corporations abroad. Hans Buitelaar, Vice-Mayor responsible for Real estate in Amersfoort call for city networks as REFILL to *"help cities facing the same problems to liaise so that they could have more weight in front of large real estate players"*.

How can cities systematize temporary use through the creation of a temporary use public service/agency?

Intensifying the use of public services ©Central Library Helsinki

From the public administration side, temporary use can be organised as a form of service. Bremen externalised this service to the ZwischenZeitZentrale project and temporary users are using ZZZ as a temporary use agency: when they look for a place or when their preferential rent is becoming too high for their economic capacities, they knock at ZZZ's door to help them finding a new space. Free Riga offers a form of scouting service to real estate owners in Riga: they set a contract with the owner, define with him/her the profile of temporary he/she is looking for and manage to provide it looking for demand in their pool of cultural activists and artists. The city of Helsinki works at intensifying the use of its public services: it focuses underused public spaces, evening and night activities, etc. and makes it available to the population of the city through an experimental public service booking web platform. The SAMOA urban and economic development agency in Nantes or the Policy Participation Unit in Ghent already described above integrate temporary use as part of city administration public services.

How can temporary users see/market themselves as a form of service?

Self-renovation and DIY urbanism ©Oranssi Archives & Traces of Commerce

REFILL partner cities also show how temporary use can be seen as a service from the users' side.

Kaspars Lielgalvis is about to leave the "Totaldobze" art centre he himself created because he cannot afford anymore the temporary use rent due to progressive gentrification of the place. On the one hand, temporary use may be criticized as the ultimate support of liberalism, maintaining weak parties in precarious situations and serving real estate interests. On the other hand, real estate owners are not always "wining the game". When the government stopped the project of contemporary art museum in the Andrejsala dockland area in Riga, the artistic community flew away to more attractive places. The developers of the area lost all their investment in opening the former docks' warehouses for temporary use. In other words, in that case artists instrumentalised the instrumentalisation they usually suffer from.

For David Mirek and Tomás Cech, Events Hubster in Ostrava: "Gentrification is part of the value creation model of temporary use services". The temporary use shifting from the "demand-side" to the "offering-side". Temporary users are not anymore weak parties in demand of affordable place: they also can be seen as an active service.

At a vacant building scale temporary users provide a service of "house-sitting". The only fact of occupying a place (warming it in winter, ventilating it regularly, watching and repairing small deteriorations before they amplify, etc.) reduces its degradation in an important way. The example of Oranssi community in Helsinki shows also that temporary use self-renovation by volunteers unemployed and students when properly supported by the municipality can regenerate housing estate and provide social logging.

At a city scale, temporary use is a form of DIY urbanism service. Traces of Commerce in Athens for instance demonstrated how through open calls and collective action they were able to requalify the abandoned shops in the arcades of the city and stimulate emerging urban economy.

Whether at owners' level or at neighbourhood or city level, temporary use is behaving rather than as a renovation and redevelopment service.

Topic 5: Transitional (or transformative) temporary use…

Initiatives hosted through temporary use solutions should foresee how they are likely to transform beyond the temporary period and secure their benefits and assets.

How can cities get more transparency between stakeholders to prevent disagreement after the temporary use period?

Temporality of contracts ©De Fietswerkplaats & Strategic Design Scenarios

A pop-up bike repair initiatives settled for 2 years in former library space in Amersfoort. After 2 years, the temporary use of the place finished without provoking conflict. *"We should be very clear and transparent about the time limit in order to avoid any deception…"* says Bertien Houwing, Vice-Mayor responsible for Social Innovation, Participation & Communication in Amersfoort.

The SAMOA in Nantes as urban development agency has the power to decide when to buy real estate and when the redevelopment should took place. It sets in between series of temporary use contracts with precise beginnings and ends. On the one hand temporary users benefit from a clear deal from the owner side (whether public or private) in order to be able to organise their activities in the best possible way within the time period allocated.

On the other hand, lack of transparency may also come from the users' side when their hidden agenda is to "force" the transformation of a temporary use into a permanent use. In Helsinki, a cultural centre hosting already more than 70 artists' studios settled early 2016 for a 2 years temporary use in the former Lapinlahti hospital. The organizers are rushing to reopen the hospital kitchen, to create a restaurant in the park around and to organize as much as cultural activities as possible. Their strategy almost uncovered is to get popular success within 2 years in order to become a project impossible to remove.

How can temporary use initiatives integrate their transition, transformation or transposition after temporary period?

...taking part to the redevelopment [Ledeberg doet het zelf, Ghent]

...support transfer toward another temporary use [Halle Alstom, Nantes]

Contributing to beyond temporary use ©Strategic Design Scenarios & SAMOA

When printing their first business cards, the ZwischenZeitZentrale in Bremen decided not to write any address to be consequent with the fact that they settled in a temporary use. This is an anecdotic example but it shows that temporary users need to set-up their activities integrating the fact that they will have to move.

 "more than temporary use we are talking of transitory use of vacant places that after a time period will be redeveloped" says Lionel Puget, responsible for Communication and Digital projects at SAMOA in Nantes. Transitory use means that when envisioning their development, initiatives have to imagine how they could transform and integrate into the redevelopment project or move to another location or invent anyhow a future that is likely to keep the benefits of their action during the temporary use period.

The community initiatives should possibly take an active part into the definition of the renovation project. *Ledeberg doet het zelf* in Ghent involved in the redevelopment plan of the location where they are temporarily hosted in the Rabot neighbourhood. Athens Development Agency, Traces of Commerce and the synAthina community liaised with the population living here to influence the already started renovation of the Kypsili market where they will be hosted.

Part of the community gardens in De Site temporary use in Ghent will be integrated into the housing project of Tondelier developer. SAMOA in Nantes took care of developing a new temporary use location in Le Karting to host the creative enterprises before redeveloping Les Halle Alstom where they all initially settled in order not to loose their precious benefit for the city of Nantes.

These examples show that in the same way start-ups develop a business plan trying to propose different strategies according to the evolution of their profitability, temporary users should propose a value creation model that is envisioning their perspectives according to the temporary period. REFILL city partners could develop

the necessary support to make this "temporary value creation plan" including options during and after the temporary use and for eventual shorter or longer temporary periods.

Topic 6: Urban labs and strategic temporary use…

Temporary use is a tool for bottom-up urban planning, experimentation in city development and a laboratory to invent and incubate the city of the tomorrow.

How can we pass from a passive temporary use (demand-driven) to an active temporary use (as a requalification instrument)?

…bottom-up experimentation of activities [Green Island 1 & 2, Nantes]

…temporary urban experimentation platform [The Square Belongs to Everyone, Ostrava]

Bottom-up experimentation and platforms ©SAMOA & CoolTour

Beyond answering to the demand of spaces facilitating access to vacant places, REFILL partner cities show how to take advantage of the positive side effects of temporary use for the redevelopment of a neighbourhood.

To achieve this, city administration is letting go the management of the temporary use to the citizens. The city of Ghent let the communities engaged in De Site orient the activities in this temporary use and inspire redevelopment of the place.

Temporary use is often a vector for place-making. In the same Rabot neighbourhood, *Ledeberg doet het zelf* imagine "Dirty Jobs", an open-air new type of neighbourhood place for doing all activities that doesn't fit in people's home.

In Ostrava, *Living Ostrava Differently* is a popular festival during the car-free day use to experiment new ways of using the city streets. *The Square Belongs to Everyone*, in the same city is a project of a mobile wooden open platform to engage the population passing by in rethinking the neighbourhood.

In Nantes, Green Island 1 and 2 are programmes of bottom-up experimentation of activities on Nantes' island starting with ephemerous installations turned if successful into temporary spaces and then redeveloped in permanent infrastructure.

For Fabrice Berthereaux, Vice-director SAMOA in Nantes the ultimate challenge for mature temporary use is to "identify the future forms of creativity likely to emerge in urban cracks…"

How can cities take advantage of temporary use as an experimentation tool in urban planning and development?

...trying with inhabitants [Somes Delivery, Cluj]
...testing new usages in new areas [Oude Dokken area, Ghent]

Trying with people and in new areas ©MASS & DOK

For Mara Liepa-Zemesa from the City planning Department in Riga *"temporary use can be an opportunity but how to include it in the strategy plan for the city?"*

The *Somes Delivery* initiative in Cluj is good example of how temporary use can influence urban development: a modest temporary installation made Cluj inhabitants rediscover how nice the Somes riverbank was and finally cancel the enlargement of the road passing nearby.

Temporary use can support the requalification of a neighbourhood: in Poznan the installation of cultural and artistic initiatives in temporary use is helping the reconversion of Lazarz district into an *Open Zone for Cuture*.

In urban development temporary use is a way to test usages of new urban areas at real scale before redeveloping them. DOK temporary use in Ghent was a way to try cultural and leisure activities in the former dock area and prove that a redevelopment in that direction will be a great popular success. Temporary use hosting artists worked in the same way as a proof of concept before redeveloping the old industrial area of Hlubina into a Cultural district. For Jean Luc Charles, Director of SAMOA in Nantes, it is *"a tactical urban planning working like a domino game"*.

In Nantes, 10 years of temporary use in *Les Halles Alstom* fostered the concentration of cultural projects and creative industries and the idea of developing a Creative District Cluster on the island emerged progressively. As Alain Bertrand, Vice director SAMOA notes about temporary use in Nantes: *"it gives the impression that everything is well planned in advance but in fact we are learning progressively through trial and error"*

How temporary use works as a "city lab" to invent, experiment and develop the future of the city?

Behaviour change and unused assets ©Living Street Ghent & Forum Virium Helsinki

Most of the REFILL city partners are talking of temporary use as a form of urban laboratory. *Smart Kalatasama* in the Kalasatama area in Helsinki is an experimentation zone for collaborative services and intensification of unused assets. Kypsili market in Athens will be an incubator in the popular Kypsili area of new urban and social economic models. De War temporary use in Amersfoort describes itself as an Urban Experimentation Zone.

In Bremen the empty Delloyd Hof Shopping Centre should be turned into a City Lab to try ways of better hosting and integrating refugees. In Ghent, the *Living Streets* project is a way to reclaim 25 streets in the summer months for neighbourhood activities instead of driving cars. It is also a great way to experiment behaviour change towards new and more sustainable urban ways of living. Karl-Filip Coenegrachts, Head of Strategic Coordinator in Ghent calls for more strategic temporary use: "What we are lacking mostly is synergies between temporary use experimentations in the same area". And for Prof.-Dr. Iris Reuther Senatsbaudirektorin in Bremen temporary use should be "a coordinated ecosystem to change the city"

4. Cross-cutting topics with the 3 REFILL objectives

The 6 topics presented in the previous section emerged from the city visits as both the synthesis of the lessons learned so far and as the 6 key areas to focus exchanges of the REFILL network in the implementation phase.

They represent cross-cutting areas feeding into the 3 REFILL objectives as shown in the matrix below:

	REFILL's objectives		
	1/ Exchange and evaluation of local supporting instruments	2/ Ensuring long lasting effects of temporality	3/ Build a more flexible, collaborative public administration
Topic #1: Fitting temporary use in the legal framework	Mapping vacancy	Deliberating democratically between social, environmental and economic benefits of temporary use	Finding space in the current administrative structure and legal framework. Adapting technical requirements and security standards
Topic #2: Brokering between stakeholders involved in temporary use	Better communicating the benefits of temporary use		Developing mediation skills and fostering the match-making between temporary users and owners
Topic #3: Supporting temporary use	Providing practical support, charters, codes of conduct and coaching		
Topic #4: Developing temporary use as a (normal) service	Instruments available to incentive temporary use between owners and users	Temporary users seeing themselves as a form of service to owner and to neighbourhood requalification	Systematizing temporary use through the creation of a temporary use public service, agency
Topic #5: Transitional (or transformative) temporary use	more transparency between stakeholders to prevent disagreement after the temporary use period	Temporary use initiatives integrate their transition, transformation or transposition after temporary period	
Topic #6: Urban labs and strategic temporary use	From a passive temporary use (demand-driven) to an active temporary use (as a requalification instrument)		Temporary use as an experimentation tool in urban planning and as a "city lab" to invent and develop the future of the city

III.   COMPLEMENTARITIES OF THE NETWORK

1. At transnational level

Major reasons to take part to the REFILL Thematic Network emerged from discussions with the forming URBACT local group of stakeholders in each city and from the interactions between cities' requests and assets on the temporary use topic.

Mutual transfer of experiences

First of all, cities will reciprocally benefit from the experience of the other cities in sharing knowledge and developing particular actions. In particular cities with more experience in temporary use such Bremen, Ghent and Nantes will provide tools and practices to the other cities with less experience and help them to catalyse interests around this practice. In return, cities with more recent experience use will provide new ideas (i.e. Athens Cluj, Ostrava, and Poznan) and different angles to approach in temporary (i.e. Riga, Amersfoort, Helsinki).

For instance, the internationally recognized experience of the ZwischenZeitZentrale in Bremen is suffering from a certain normalisation of temporary use and is looking for a renewal of the topic.

Nantes demonstrate a large practice of temporary use as a strategic redevelopment tool with the example of the Nantes' island but Jean Luc Charles, Director of SAMOA in Nantes calls for "*exchanging with newcomers to do what we have done with temporary use so far but with less budget*".

Implementing ideas

Beyond possible exchanges of experiences between cities (see exhaustive presentation of 'gives and gets' hereafter) the transnational URBACT exchanges will allow to transfer inspiration and innovative ideas that pop-up in one city and may be implemented right away in many others within and beyond the network. To pick up one out of many as an example treating temporary use within the legislation of occasional occupation of public space (such as street markets and cultural events) as done in Nantes is likely to be a way to get softer technical requirements than the what is normally required in construction standards.

2. Gives & Gets…

The 10 partner cities provide a good coverage of the different challenges and opportunities for what regards their common focus temporary use. Their disparities is therefore a great strength for the purpose of the REFILL Thematic Network as most of the requests partner cities have in terms of acquiring knowledge, transfer experience, learn form good and bad practices can be found through mutual exchange. The enlarged network meeting at the end of Development phase in Ghent was the opportunity to involve the representatives of each cities in a "market

place of gives and gets": interaction sessions successively focusing on the one hand on what each city can give and who may be interested in what it wants to give and, and on the other hand what each city wants to get and from whom what it wants may be available.

Discussions over Gives and Gets, 19 February 2016, Ghent ©Strategic Design Scenarios & City of Ghent

We reproduce in the table below a synthesis of several of the exchanges foreseen by the different cities.

Gives & Gets relating to topic 1: fitting temporary use in the legal framework…

What can cities give to the network?

Amersfoort

Decision tool to mediate between social benefits of TU and property value.

Athens

Temporary use led by social innovation platform, matchmaking platform.

Bremen

Experience of the administration in handling problems within building code and fire and safety protection.

Cluj

Local policy on tax regulation concerning TU interventions, as an instrument which regulates public space temporary usage.

Nantes

Convention d'Occupation Précaire legal framework and temporary building and security standards.

Poznan

Setting legal framework for Cultural Incubator Pireus-cooperation between local initiatives, district council and City Hall(to be transferred in other districts).

Riga

Memorandum of agreement between the city and Free Riga for TU.

What do cities want to get from the network?

Amersfoort

Transparency and common legal framework across all TU experience in the city.

Athens

Setting a legal framework for TU in the city administration.

Cluj

Transparency and administrative capacity strengthened with a common legal framework over TU initiatives at the metropolitan administration level.

Proper integrated public policies regarding TU interventions.

Ghent

Offering LEGAL FRAMEWORK as a support of temporary use.

Helsinki

Setting a legal framework for TU in the city administration.

Nantes

Accelerating decision processes by advocating to the needs of temporary uses.

Legal frame of PopUp Stores licences.

Acceptance of "grey zone".

Poznan

Setting general legal framework for TU in the city Hall administration and close cooperation between different agencies.

Riga

Legal framework that enables opening the Municipal property for temporary use, as well as related building standards and incentives / rules for it.

Gives & Gets relating to topic 2: brokering between stakeholders involved in temporary use…

What can cities give to the network?	*What do cities want to get from the network?*

What can cities give to the network?

Amersfoort

Municipality program of "citizens' engagement" in TU and beyond.

Amersfoort

"Free range civil servants" and "area approach" in TU and beyond.

Bremen

ZZZ support advice and mediation.

Cluj

TU interventions led by local communities and public stakeholders.

Ghent

Policy Participation Unit & Neighbourhood Managers.

Nantes

Co-production with high education and research organisations.

How to involve private stakeholders, professional investors and property developer in TU.

Poznan

Process of negotiations between municipal company responsible for vacant municipal spaces (Real Estate Management Agency) and cultural start-ups/ initiatives in Łazarz neighbourhood).

Riga

Cooperation of city with umbrella/platform NGO to promote temporary use: Free Riga contracts with owners to find temporary users.

What do cities want to get from the network?

Amersfoort

Overcome the political sensitivity of the issue of temporary use in combination with the expectations of initiatives.

Athens

Facilitating interaction between temporary users and the public institutions/owners.

Exchange of good practices with other cities on facilitating groups and individuals from the culture/arts sector.

Cluj

Learning to engage more stakeholders in the TU process through match-making workshops between TU stakeholders, Policy Participation Unit & Neighbourhood Managers.

Innovative tools and methods for active community involvement.

Ghent

Reaching a diverse and inclusive target audience with TU-initiatives.

Matchmaking in a broad sense owners – initiatives.

Helsinki

Learning to better collaborate with citizens.

Nantes

Brokering between temporary use stakeholders (i.e. learning to better collaborate with citizens).

Using the coordination of the coproduction as a strategic and transversal mission (beyond the simple level of communication)

Ostrava

Better collaboration with local stakeholders and citizens – creating a partnership between city and community.

Finding effective way of communication between city authority and the private property owners.

Gives & Gets relating to topic 2: brokering between stakeholders involved in temporary use…

What can cities give to the network?	*What do cities want to get from the network?*
	Poznan
	Facilitating cooperation/interactions among stakeholders/inhabitants of City Centre and city administration.
	Preparing proposals of cooperation for private owners.
	Riga
	Facilitating interaction between temporary users and the city administration departments.

Gives & Gets relating to topic 3: supporting temporary use…

What can you give to the network?

What do you want to get from the network?

Athens

TU as a rotating process which gives to every stakeholder the opportunity to use a space.

Athens

Setting the scene and focusing on guidelines regarding the particular challenges and difficulties of the culture/arts sector and TU.

Bremen

ZZZ seeds funding for TU initiatives.

Ghent

Fund for temporary use.

Policy Participation Unit & Neighbourhood Managers.

Nantes

How to build political support.

How to anchor and justify temporary uses to long-term urban planning, financially and politically.

Ostrava

Self-support and self-organisation coming from the bottom-up initiatives.

Cooperation among local initiatives through network of local actors in TU.

Poznan

Experience in Preferential Renting Scheme.

An idea of incubator-support network for start-up initiatives (knowledge, expertise, match-making, place for meetings and activities instead of financial support).

Amersfoort

Tax instruments, funds, crowdfunding, lower rent.

Athens

Fund for temporary use.

Cluj

Funding for TU interventions and initiatives, TU Local Action Plan based on the European experience.

Extensive experience in preparing and managing complex transnational projects under EU funding.

Ghent

Enlarge the role as facilitator for temporary use.

Nantes

Adapting the financial flow on a global scale for all the temporary uses.

Experimenting through temporary use & urban lab (i.e. learning how to use TU for urban redevelopment with shrinking public budgets).

Ostrava

Fund for temporary use.

How to find facilitator to breach the communication and information gap between ULG (local actors) and the city?

Poznan

Fund for temporary use.

How to find facilitator to breach the communication and information gap between ULG (local actors) and the city?

Riga

How can city (property department) support investment attraction and local businesses in private property? How to do it with TU?

Fund for temporary use.

Gives & Gets relating to topic 4: developing temporary use as a (normal) service with incentives …

What can you give to the network?

Bremen

ZZZ Temporary use agency.

Cluj

Policy of over taxation of abandoned / degraded spaces.

Revitalisation of certain areas of the city by citizens with administrative support (calls).

Nantes

Temporary uses as a part of a bigger strategy for urban planning

Riga

Tax regime desincentivizing degradation/ promoting the maintenance of buildings and stimulating temporary use by the owners.

Poznan

Programmes/agreements for certain areas of City Centers offering inhabitants and bottom-up initiatives financial incentives.

What do you want to get from the network?

Athens

Funding the maintenance cost and coverage of property taxes

Revitalising empty buildings.

Bremen

Tools to « convince » owners of empty properties to open it up for temporary use projects.

Cluj

How to interest stakeholders to get involved in ULG and/or in an organised TU activity/organisation.

Nantes

How to create ownership for citizens.

How to involve private partners in a balanced development.

Poznan

Learn more about neighbourhood managers and introduce at least some aspects of their work.

Tools for interesting and involving private owners in TU policy.

Riga

Temporary use as a soft-maintenance service and/or a service to requalify the city.

Revitalising empty buildings.

Gives & Gets relating to topic 5: transitional (or transformative) temporary use…

What can you give to the network?

What do you want to get from the network?

Athens

TU to build incubator of new commercial start-ups.

TU to "fill" a space until its official opening.

TU enabling new business models.

Nantes

"Longer" horizon for a strategy on temporary uses (10 years).

TU as tool for combined urban and economic development in synergy.

Poznan

Experience in building local incubator filling vacant spaces.

Experiences with growing concept of municipal beach.

Bremen

New models of supporting initiatives with little budget.

Cluj

TU as an integrated tool for neighbourhood development.

Ghent

Transforming the spaces beyond their temporary use.

Developing value creation models for TU.

Nantes

How to tackle financial sustainability in the long run.

Measuring the impacts on the value chain.

Poznan

TU as an integrated tool for local development in neighbourhood.

Models of supporting initiatives with limited budget.

Gives & Gets relating to topic 6: urban labs and strategic temporary use…

| *What can you give to the network?* | *What do you want to get from the network?* |

What can you give to the network?

Amersfoort

Urban Experimentation Zone and mixed groups of inhabitants.

Amersfoort

Elected representatives and civil servants working on becoming a collaborative government and changing local democracy.

Cluj

TU experiments which became permanent ones with the support of private stakeholders.

Models of bottom-up TU interventions.

Ghent

TU experimentations in redevelopment of the city and involvement of the local communities.

Giving space through TU to bottom-up "city-labs".

Helsinki

Smart Kalasatama Flexi-Spaces or Varaamo reservation platform.

Nantes

Using cross-sectoral innovation in urban labs.

City-labs to define how to build the city and its future functions through co-creation.

Progressive building of a creative district.

Ostrava

Bottom-up driven active temporary use.

Poznan

Examples of bottom-up TU intervention in the City Centre (5 districts).

What do you want to get from the network?

Bremen

Social integration and refugees.

Ideas of integrating temporary use projects in processes of city development and participation, e.g. Waterfront development.

Ghent

More synergetic/strategic TU experimentations.

Reaching a diverse and inclusive target audience with TU-initiatives.

Nantes

How to build balanced partnership between PAW, private companies and citizens

How to experiment on public space and not only private.

Ostrava

Ideas of integrating temporary use projects in processes of city development and participation, e.g. Waterfront development.

Poznan

Using TU as the possibility of involving citizens in planning how "empty spaces" could be used (through experimental TU).

The six topics of the Gives and Gets will provide the thematic focus of the transnational meetings during the phase II of the project.

3. At local level

Forming URBACT Local Groups

The visit of the Lead expert has been the opportunity to meet each time the forming URBACT Local Group in each city. What is striking for each city is the number of stakeholders already involved in pre-existing networks around temporary use or willing to take part in REFILL ULG. This is true for temporary users or grassroots initiatives willing to access temporary use but also for different department of the city administration involved or concerned by the subject. An effort is certainly needed to involve more the private sector and bring real estate owners and developers at the table but the good panorama of stakeholders met during the city visits tends to demonstrate both the commitment of cities and of their co-ordinators able to raise interest for the REFILL project and gather stakeholders often on a very short notice.

First ULG meeting in Ghent ©Strategic Design Scenarios

Beyond the following general remarks, the detail of each forming LSG is presented at the end of each City Profile.

Willingness to take part

The meeting during the city visits have been an opportunity for many local stakeholders to meet for the first time. Round tables of participants' presentations, reactions to the presentation of the REFILL network and exchanges on expectations clearly reveal interest of local stakeholders to meet. Even when they happened to know each other before, most of them were in demand of more systematic gathering (i.e. between the kick-off and the final meeting Ghent organized a bike tour of temporary use for temporary users). And even where groups had already been formed prior to the REFILL project, as was the case in Ghent, Bremen, and also Nantes, Amersfoort or Riga, the interest was high for more frequent, informal and forward looking opportunities to share own initiatives, projects, problems... and to discuss temporary use.

Bottom-up or top-down

Different involvement processes for participants to the ULG emerged. One type of approach was cities that organise a palette of representations starting from all departments of local public administration involved in organising temporary use or dealing with initiatives and projects hosted in temporary use. It was the case in Nantes, Poznan, Ostrava, Cluj, and Helsinki. Another approach was to start from the bottom-up activists and grassroots projects and establish a rather horizontal group emerging from existing active temporary use communities as in Ghent, Amersfoort, Athens and also Bremen, and Riga. In both cases, the public bodies and grassroots stakeholders were very well represented, somewhat less the private sector.

COOPERATION WITH OTHER URBACT NETWORKS

URBACT can be seen as a network (programme) of city networks (projects). As such, the potential to learn amongst projects if high. In order to fulfill its objectives, the REFILL project will seek synergies from the projects previously carried out and as presented above, as well as with the currently on-going other URBACT III networks. The project table below presents an overview of the synergies that can be expected at this stage of the project design.

Network	Description	Potential synergies with REFILL
Second Chance	Rehabilitating underused buildings and sites in the city in order to provide space for needed functions based on common goods	Temporary use of unused buildings
BSInno	Improving capacities of public administrations to boost social innovation ecosystems through participation, open innovation and entrepreneurship	Social innovation Organisational shifts
Change!	Establishing a collaborative public service model in order to meet the increasing public expectations, societal challenges and financial shortages	Social innovation Organisational shifts
GEN-Y City	Supporting creative and innovative entrepreneurs from Y Generation by developing tailor-made variety of forms of cooperation between science, local government and business	Social innovation Organisational shifts Potential of temporary use
Resilient Europe	Increasing city's resilience and successfully deliver on its potential for progress with using transition management approach	Social innovation Organisational shifts
Urban suburban	Increasing densities within the city borders instead of expanding the urban territory by uncovering new planning practices, processes, instruments and partnerships.	Potential of temporary use
Vital cities	Using innovative urban design and planning tools for redesigning public spaces for recreation services and breaking down barriers to participation within the less active and deprived population.	Social innovation Participatory approaches
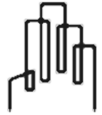
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