



# Temporary Use Practice

SEEDS Workpackage 3  
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## PART 1 - Conceptualisations of Practice

### Abstract

The purpose of this report was to survey literature that has conceptualised temporary use practice in Europe.

The report examines four key English language conceptualisations / categorisations of temporary use practice in Europe. It concludes that range of temporary use types has increased over the past decade. Furthermore, that temporary use is no longer perceived as an activity carried out primarily on an informal basis by marginal groups and urban subcultures. In recent years the economic value of temporary uses has been recognised by both public and private sector actors. Temporary uses are no longer simply seen as a convenient stopgap. They are now regarded as having a significant regenerative effect upon localities by fuelling creativity, entrepreneurship, and creating a destination in otherwise transitional spaces. Temporary uses are increasingly regarded as an essential element of the transformation process that should be fostered.

# 1 Typologies of Temporary Use Practice in Europe

The urban development process produces time gaps in which former uses of land and property come to an end and future uses have yet to begin. These time-spaces function as breeding grounds for what is often termed 'temporary uses' of land and property. However, in the long run, all uses are temporary, so what distinguishes temporary use? This report echoes Kulke et al.'s (2011) definition of temporary uses, which highlights two necessary and interrelated characteristics: transience and change of use. These characteristics can be defined as follows:

1. The temporary use is known by all stakeholders to be transient from the outset.
2. The land or property undergoes a change of use, which does not satisfy the owner's medium to long-term use aspirations.

Four key English language conceptualisations of the practices associated with realising and managing temporary use projects in Europe are reviewed in the following chapters. The report concludes by summarising the main findings of these typologies. Highlighting trends that have emerged within temporary use practice over the past decade.

## The Tactics of Users

A research collective called 'Urban Catalyst' arguably developed the earliest detailed classification of the 'tactics' temporary users employ when mobilising projects in Europe (see Table 2). Urban Catalyst was established in 2001 following the award of a three year EU 5th Framework Programme grant ('Energy, Environment and Sustainable Development', Key Action 4 - 'City of Tomorrow Cultural Heritage') to study examples of temporary use in Helsinki, Amsterdam, Berlin, Vienna and Naples. As such, it can be regarded as a forerunner to SEEDS. The aforementioned typology was presented by Urban Catalyst in the final report of its 5th Framework funding period (Studio Urban Catalyst, 2003).

This tactic-based typology starts from the premise that temporary uses do not emerge accidentally, rather "temporary users are urban players that act deliberately and follow certain visions" (ibid.: 4). It takes into account the potentially long-term impact temporary uses can have on their sites. Furthermore, it recognises that temporary uses occupy a vast spectrum, including business uses (both production and service orientated), leisure, consumption, and social services. The report highlights that the most typical temporary uses in urban residual areas are youth culture (e.g., music, clubbing, etc.),

the arts, leisure / sports, start-up businesses, alternative cultures, migrant cultures, social services, and flea markets / car boot sales.

This typology is explicitly user-centric and considers temporary use to be a relatively informal activity. Temporary users are viewed as having "marginal status within the established society"; a status which "can be of permanent or temporary duration, voluntarily chosen ... or forced upon them" (ibid.: 10). A number of user groups are identified in the report, including: system refugees (i.e., ideologically motivated), dropouts (i.e., light criminal offenders, homeless people, illegal immigrants, etc.), migrants (i.e., persons temporarily not integrated into a stable social network or employment), part-time activists (i.e., those with a regular position and income, but wanting to enrich their lives), and start-ups (i.e., new businesses / entrepreneurs that aspire to full re-integration into the urban economy). Further observations from Urban Catalyst include that temporary uses: (a) flourish with a minimum of investment; (b) are mostly organised in networks and clusters; (c) are often initiated by unpaid agents, who mediate different interests (i.e., users, owners, municipalities, etc.); (d) are a laboratory for new cultures and economies; and (e) that specific sites attract specific temporary uses / users.

TABLE 1. Urban Catalyst's 2003 typology of the 'tactics' of temporary users

Tactic	Description
Stand-in	The stand-in has no lasting effect on the place. It merely uses the gap between the last use and the next. Such a low-impact approach makes realisation easier at the cost of transitoriness.
Impulse	In-between use can generate decisive impulses for the programmatic profiling of its location: it establishes a new activity profile that is carried on in a new form after it ends.
Free Flow*	The use continues indefinitely by moving to new locations as the opportunity arises. This approach skilfully combines the pragmatism of the stand-in with long-term development, as it also uses the change of location to update its own activity.
Consolidation	Temporary use establishes itself at a location and is transformed to a permanent use.
Coexistence	Even after the appearance of new commercial uses, the informal temporary use continues to exist on a smaller scale. A niche existence makes coexistence possible.
Parasite	The temporary use exploits the potential of an existing long-term use by operating next to it.
Subversion	The temporary use strategically occupies the spaces of long-term use in order to disturb and transform it. Although such occupations and sit-ins are usually short-lived, they often effect a marked transformation on the institutions concerned.
Pioneer	Hitherto unused territory is at first temporarily appropriated by the simplest means and used in a transient manner. With the success of the temporary use, the activities continue indefinitely and take on increasingly permanent forms.
Displacement	Permanent uses are temporarily displaced and continue in an improved fashion until they are able to return to their permanent location. The temporary displacement can generate impulses for the reinvigoration of the program.
*Free Flow' was added to the typology in a subsequent Urban Catalyst Publication (see Oswald et al., 2013)	

Source: adapted from Studio Urban Catalyst, 2003: 14-15 and Oswald et al., 2013: 35-51

## The Importance of Strategy

In a recently published journal article, Andres (2013) offers a dual typology of 'tactics' and 'strategies' in respect of temporary use practices in Europe. The paper questions the extent to which the tactics and strategies employed:

*"... in the temporary use of space shape a long-term collaborative process which can be more or less inclusive. Furthermore, it demonstrates how temporary uses impacting urban regeneration include a subtle shift between a range of coping [defensive] space-shaping strategies and tactics to a set of development-led [offensive] place-making strategies."*

*ibid.*: 761

Empirically the paper draws upon case studies of two large (55,000m<sup>2</sup> and 80,000m<sup>2</sup>) former industrial districts in France and Switzerland, both of which had single landowners and consisted of multiple sites. In both cases the regeneration of these areas had been a long-term goal of their governing municipalities. The paper distinguishes between shorter-term uses that are relatively commonplace and longer temporary uses evident in the two case studies presented, which "are more unusual and relate to a blurred vision of re-development resulting from a series of deadlocks" (*ibid.*: 759).

Essentially Andres explores the strategic nature of the process of 'consolidation' described in the preceding typology of temporary users' tactics (Studio Urban Catalyst, 2003). Andres proposes a model of the transformative practices of temporary use over time (see Figure 1), and uses her case studies to illustrate two different trajectories.

Andres contends that opportunities for temporary use arise in periods of crisis (weak planning) and are threatened—due to shifting power relations—in the transition to a period of stability (masterplanning). This model can either be applied at a micro-scale or be seen to reflect then nature of economic / business cycles. In the period intervening these two phases, underused, derelict and vacant sites are understood as disconnected from and not ordered by planning strategy, which itself lacks clarity. Defensive tactics and strategies are developed as a form of resistance to this context of disruptions. As a period of stability draws closer, offensive strategies are formalised with the purpose of re-developing sites.

Following de Certeau, Andres argues that strategies "are a synonym for conformity, rationality and interventionism" (*ibid.*). Whereas, tactics are typically associated with:

*"... the re-use and non-possession of space whose regulation and control is ensured by other stakeholders. Tactics do not imply a long-term vision as they are based on evolving and opportunistic practices. ... They need to demonstrate their validity and their use to be acknowledged as such."*

*ibid.*

Through her case studies (see Table 3), Andres demonstrates that temporary users' "tactics can evolve towards strategies if power is given with regard to the future and long-term development of the space. Strategies and tactics are not automatically attributed to the two main sides of the transformation process: decision makers versus temporary occupants" (*ibid.*: 765). Whilst both case studies led to the successful regeneration of their respective industrial districts. In the first the temporary users were ultimately marginalised. This was because they failed to shift from defensive tactics to an offensive strategy, which may have validated their activities in the context of masterplanning. In the second case the temporary users developed a formal strategy and sustainable project, which ensured a lasting legacy. Thus, Andres' argument goes, in order for temporary users to ensure a legacy, they must at some stage in the transition from weak planning to masterplanning shift from employing defensive tactics to offensive strategies.

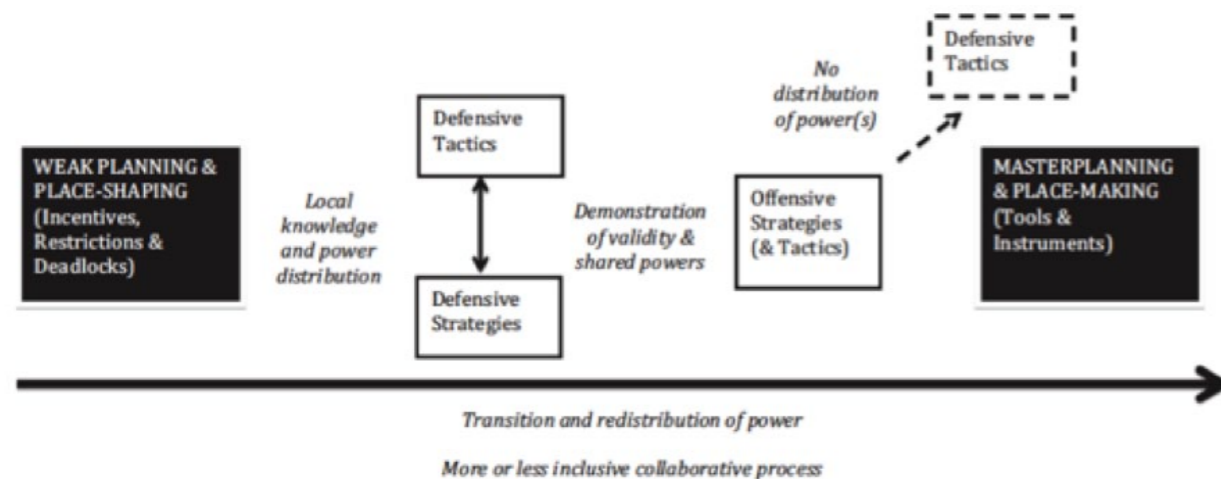
Drawing on the work of de Certeau (1984), Andres argues:

*"Tactics and strategies differ from each other due to their scope and the process by which they are formalised and implemented. Strategies ... have an explicit aim in the production of space and the realisation of a set of objectives and of a specific action plan. Tactics are much more un-coordinated; they have no proper locus and are not related to any general strategy. Tactics operate in isolated actions, blow by blow; they take advantage of opportunities and depend on them."*

*2013: 764*

In the context of urban development, strategies are typically "put forward by stakeholders who have landownership power and a decision-making power on the development process and on place-making" (*ibid.*).

Figure 1. Andres' model of the trajectory of transformations of temporary uses over time



Source: Andres, 2013: 765

Table 2: Summaries of Andres' Case Studies

Case Study 1 Summary: Le Flon, Lausanne (CH)	Case Study 2 Summary: La Friche, Marseille (F)
<p>The landowner's defensive tactic was to maintain an informal relationship with tenants in order to minimise their rights, but secure an income. Meanwhile, tenants' collective offensive tactic was to foster organic community-led regeneration in the area, which greatly improved its attractiveness, and set it on the path of transition. The landowner subsequently developed a strategy of controlled collaboration with tenants in order to minimise conflict. Whilst their voices were heard, tenants were not really listened to and barely empowered. All the while the landowner maintained a strong relationship with the municipality. As a period of stability emerged the landowner was able to agree a masterplan with the municipality and gentrification of the area began in earnest. Tenants shifted to ad hoc defensive tactics, including legal challenges that sought to defend individual interests. However, these tactics failed to develop into a coherent strategy and the development locus shifted from an alternative image to creative high spec.</p>	<p>The landowner's defensive strategy was to use temporary use as a cheap way to guard the area and speculate about its possible purchase by the municipality. The temporary users immediately developed an offensive tactic, which was to create a formal association and develop a multi-disciplinary art space in a disused factory unit. This offensive tactic quickly developed into a formal strategy with the aim of developing a sustainable project. As a period of stability emerged the area was integrated into a large-scale public-led regeneration project. In response the temporary users further developed the coherency of their strategy. In the transition toward masterplanning the association of temporary users emerged as key stakeholders, alongside market orientated operators. The temporary users successfully demonstrated the impact of their project to the municipality, which subsequently purchased the area from the landowner. The municipality then shared the role of place-making with the association of temporary users, which was granted a 40-year lease to continue its activities.</p>

Source: adapted from Andres, 2013

## The Drivers of Temporary Use Practice

Bishop and Williams (2012) explore the growing interest amongst practitioners of architecture, urban design, and planning in temporary, interim, pop-up, or meanwhile uses in their recent book. They explore the origins of, and social, economic and technological drivers behind this phenomenon. Through a discussion that references over 70 case studies—the majority of which are UK-based—they explore temporary urbanism within a six fold typology: (1) Creative Milieus; (2) Activist and Community Uses; (3) Culture and Counterculture; (4) Urban Space; (5) Consumerism; and (6) Private Sector Initiatives. Each of these is introduced in turn below.

### Creative milieus

Bishop and Williams note that research into the role and potential of temporary use has tended to focus on 'creative milieus'. Businesses in the cultural and creative industries are typically small (less than 5 employees), and have an inherent tendency toward temporariness due to the fact they operate in a sector that is vulnerable to changing fashions and tastes. They commonly cluster in urban fringe areas where space is readily available and rent is cheap. Low overhead costs free up resources for innovation and experimentation. These creative milieus have been shown to act as a powerhouse of creativity and a force for regeneration.

Creative milieus are "not a new phenomenon, but in recent years culture and creativity have been recognised as essential components of the vibrant, competitive, post-industrial city" (ibid.: 163). As a consequence, many cities have developed policies aimed at attracting and fostering such businesses. "In an increasingly competitive global market, the creative industries are seen as offering high added value and a competitive edge" (ibid.). Creative milieus exemplify the potential of temporary uses.

However, the extent of their impact is dependent upon how their role is interpreted and the degree to which they are protected from the process of gentrification.

Creative milieus are often seen as a dynamic stage in the regeneration of an area, a disposable catalyst for change in the face of market forces. However, to regard them solely as transitional or temporary uses is to overlook the long-term, community-building role the arts can play. "The policies and approaches used to nurture creative milieus in different cities are not necessarily transferable" (ibid.: 174). Furthermore, creative milieus "present a dilemma for those interested in promoting economic development through the creative industries, since the evidence suggests that they are not created through top-down initiatives" (ibid.: 164). Instead they are bottom-up, spontaneous happenings that principally require cheap space, freedom from constraints, and an absence of formal planning. However, there are relatively simple things that cities can do to assist their formation, such as taking head leases on buildings, providing databases of vacant properties, encouraging the establishment of intermediary organisations, and supporting networking, marketing and promotional activities.

### Activist and community uses

Bishop and Williams point to the growing insecurity surrounding and poor prospects for permanent employment—especially amongst young people. They argue this has led some to seek niches outside of traditional social structures with the hope of discovering new entrepreneurial outlets, and ways of living and working that enable them to strike a balance between material prosperity and wellbeing. They contend that the growing

interest in temporary use could reflect the fact that a greater number of people are prepared to act in order to achieve their desires and realise their ambitions. Whilst a correlation cannot be proven, it is clear that many individuals are coming together in greater numbers, forming new enterprises, and participating in new forms of work and self-expression, the manifestation of which is sometimes a temporary structure, event, or activity.

Some of the most common forms of temporary community project are concerned with urban agriculture. The practice of small-scale localised urban gardening or farming has long been popular in Europe and elsewhere. However, the use of surplus urban land for allotments, orchards, gardens, nurseries or farms has grown significantly in recent years. There is also a long history of temporary urban events, such as festivals, carnivals and sports fixtures organised in public squares, streets and parks. Children and young people have always colonised under-used spaces for play and adventure. However, the number and range of temporary recreation project has grown considerably.

New communications technologies are one factor that has fuelled this growth. Online communities have developed in which members can share their ideas, initiatives and enthusiasm. Furthermore, the Internet makes it far easier to organise 'just-in-time' events and spontaneous activities such as 'flash mobs', exercise sessions in the park, temporary cinemas, or raves in vacant buildings, for example. The same technological trends are also influencing the nature of activism and protest movements.

Environmental activism has often manifested in temporary projects that use discarded materials. Both to highlight the waste associated with modern living and to demonstrate the potential for recycling. Political protest has also often manifested in



temporary activities. Either through the occupation and transformation of a street for a brief period or –increasingly – challenging the extent of citizens’ rights to public space through the creation of more permanent encampments. One of the most enduring forms of activism resulting in temporary use is squatting. The relationship between squatting and political activism has split opinion with regard to its role as either a constructive or destructive element in urban renewal. Indeed the threat of squatting has led many municipalities and other property owners to consider pre-emptive strategies to promote or sanction similarly short-term occupation they can control (i.e., building guardians).

## Culture and counterculture

Investment lavished on public buildings, grand spaces, galleries, theatres or opera houses generally reflects the values of the ruling elites. However, cities also provide a less formal stage for the arts:

*“The stage may be commercial, or it may be space used for popular entertainment by buskers, performers and pavement artists. It is apparent though, that expectations of culture and of the way it is manifested in the city are changing and that temporary activities are a reflection of this change. ... This expansion and diversification of the creative scene reflects a number of underlying trends” (ibid.: 117).*

There is a general trend toward the increasing integration of aesthetic production into commodity production. Commercial cultural and creative businesses are largely driven by demand from affluent younger people who have significant disposable income and more leisure time to explore the arts than previous generations. Flexible working practices—be it in terms of

hours worked or the location of the workplace—have created new ‘time-space’ niches within which cultural activities can operate. The blurring of the boundary between business and leisure has brought forward a proliferation of opportunities and an expanding consumer market.

The line between culture and counterculture is now blurred. “The sophisticated urban elite is [especially] open to new experiences and eager to commodify everything from pop-up restaurants to street theatre, or even purchase graffiti” (ibid.: 227). However, wider sections of society also increasingly have the luxury of consuming culture in its various forms. “Our changing work and leisure lives facilitate this, as does the fabric of cities, especially its voids. In uncertain times, the immediacy and impermanence of performance art seems to be striking a chord as it moves out of traditional venues to colonise the city” (ibid.).

## Urban space

No city can evolve beyond a basic state without valuing its public realm. The process of negotiating rights to use and control public space is at the heart of civic life. Increasingly, it would seem that the instigators of temporary activities are becoming active players in this continuously evolving debate. By occupying and using urban spaces they are creating the conditions for experimentation to take place. Such active interventions are pushing the parameters of design and creating a public stage within the city not just for civic life, but also for the arts and culture to flourish.

The ‘use value’—as opposed to ‘exchange value’—of public space is increasingly emphasised. The design of public spaces is also evolving, with the emphasis moving toward simpler designs that maximise flexibility. It is increasingly recognised that formal, intricate and prescriptive designs are

not suited to contemporary uses of public space, which are varied and unpredictable.

As cities become ever more complex (ethnically, culturally, economically, and socially), densely developed, and crowded, the range of uses of urban space is broadening. New generations of immigrants are exploring cities, claiming sites, and demonstrating alternative uses of space. New technologies and lifestyles are placing new demands on public space. For example, Wi-Fi and mobile Internet is blurring the boundary between indoor and outdoor spaces, and creating new possibilities. Alternative sports, such as extreme skating and parkour are renegotiating the boundaries of the public realm. New political protest movements are temporarily occupying territory within our cities and highlighting the increasingly controlled nature of public space.

## Consumerism

The recent economic downturn is having a visible impact on town centres around the world. In the UK approximately 13 per cent of shops were vacant in June 2010. At the same time significant structural changes are afoot within the retail industry, which has led some to argue that the reoccupation of vacant shops by traditional uses is unlikely. The increased availability of affordable retail space, combined with new trends in market research, marketing, and selling, has led to the proliferation of temporary retailing. ‘Pop-up shops’—as they have commonly become known—which are often located at the fringes of established retail areas, combine limited life span with unusual location to create a buzz, cachet, and hip image.

Recognising the value associated with pop-up shops, established global brands have backed a new wave of temporary retail projects in recent years, which could be loosely

described as marketing initiatives. The impermanence of temporary retail uses provides exclusivity, which in turn attracts media interest and free advertising. “Pop-up retailing offers novel opportunities for targeting and customisation and is now so widespread that it is fast becoming a mainstream branding strategy. ... Pop-ups are moving beyond vacant retail shops into purpose-designed temporary showcases and mobile shops” (ibid.: 70). Pop-up restaurants and art galleries have also become relatively commonplace arenas for consumption.

## Private sector initiatives

Following the economic crisis of 2007-08 the UK property market suffered from a shortage of finance. Subsequent public sector spending cuts further reduced confidence among UK developers. Recovery has been slow and investment has tended to flow into land holdings as opposed to development. As has been the case during previous downturns, this property slump has led individuals and companies to rethink established practices, and opened a space for new ideas. Some property owners in the UK and elsewhere are beginning to overcome their resistance to temporary use and are initiating temporary projects.

Property owners in the UK—and elsewhere—can realise numerous benefits from embracing temporary use, including: (1) a reduction in empty property tax payments; (2) cost savings in terms of securing and insuring the property; (3) the attraction of commercial uses into other parts of the property; (4) a vehicle for experimentation and local consultation, as well as an important bridge between developer and community; and (5) enhanced public relations and political credit for future development plans. Moreover, property professionals now recognise:

*“... that shorter leases, especially in a period of fast change and innovation, [attract] occupiers who ‘work’ their premises better, creating a ‘buzz’ that affects the wider area. Although more difficult to manage, it is recognised that value can be created. The mould has been broken and the way opened for far more daring experiments around temporary uses” (ibid.: 38).*

However, despite positive steps forward, the UK property industry as a whole remains largely ambivalent about temporary uses. Many developers are put off by the fact that their reputation can change from local hero to public enemy very quickly when the times comes to repossess spaces occupied by temporary users. The proliferation of ‘meanwhile leases’ in the UK, which make explicit the tenancy period of temporary users, has gone some way to allaying the fears property owners have surrounding repossession. Where the property sector has embraced temporary uses, they have tended to be arts and cultural events that help to create a ‘sense of place’ and therefore hasten long-term or permanent development.

It is important to note that commercial interest in temporary use is not a new phenomenon. Transitional sites have always been used for marginal activities, for example: surface level car parking, advertising hoardings, and waste recycling and storage. However, what has changed in recent years is that there is a “far wider range of temporary activities seeking space, and that commercial interest in them increasingly forms part of deliberate estates management, development, and marketing strategies. Temporary uses are beginning to move into the mainstream” (ibid.: 47).

## Temporary Strategies for Users, Owners and Intermediaries

The final typology presented in this review forms part of the most recent publication of the Urban Catalyst research consortium (Oswalt et al., 2013). The purpose of the book was to question: how temporary uses come to be; the extent to which they can be planned; and whether or not urban planners can integrate aspects of recent temporary use practice into their urban development policies. A typology of six strategies is presented that highlight a new field of possibilities in dealing with city planning and temporary use: (1) Enable; (2) Initiate; (3) Claim; (4) Coach; (5) Formalise; (6) Exploit. It is not suggested that the proposed strategies are “a magic remedy for unmarketable disused sites and the absence of investment. They do, however, open up new avenues toward an alternative form of urban development” (ibid.: 221). Urban Catalyst calls for planners to take an enabling role in urban development, which they liken to an ‘open-source’ approach, whereby their task “is less to establish facts than to create new possibilities. The users themselves become producers of the urban environment” (ibid.: 198-199).

“The six strategies presented [are] based on different intentions and constellations of actors. Each model influences and modifies the character of temporary uses in its own particular way” (ibid.: 222). For example, whereas the strategy of ‘enabling’ most fully accommodates the multitude of potential uses and is wedded to the perspective of users, the strategy of ‘exploitation’ prioritises the interests of landowners and the range of potential uses is subordinated. Each of the strategies is incomplete, because they correspond to specific stages of development. Therefore, multiple strategies may be employed over the course of a project. “Strategies like ‘enabling’ and ‘initiating’ stand at the beginning of temporary uses, while interventions that employ the strategy of ‘formalization’ cannot take place

until much later on” (ibid.: 222). Each of the six strategies is now introduced in turn. Both positive and negative practices associated with each of the strategies are outlined.

### Enable

The strategy of enabling seeks to remove all barriers to temporary use in a sizeable urban area with many under-utilised properties. All possibilities for using derelict spaces are publicised, access to these spaces is facilitated, communication between landowners and users is improved, and legal problems are resolved. A neutral mediator, whose position is usually funded or supported by the municipality, initiates this process. The mediator, through his or her own considerable competence and commitment, wins the trust of the various actors. There is no formal programme and the as yet unknown ideas of prospective users form the intervention.

A typical example of this strategy is a ‘placement agency’: an intermediary between property owners and users, which often has access to a pool of available properties. In addition to direct mediation, placement agencies support temporary users with legal issues such as liability, contacts (i.e., licence / tenancy agreements), and obtaining permissions. This role is usually fulfilled by local governments or non-profit associations, for example, which can “assist with the process in important ways, whether by consigning leases, providing municipal liability insurance, or radically simplifying the process of obtaining permits and communicating with the authorities through the creation of one stop offices.” (ibid.: 224).

### Initiate

Large idle sites in the inner city—for example, old industrial facilities and obsolete urban infrastructure for electricity, gas and water—offer enormous potential for temporary use. In particular, it is likely to take many years to realise their commercial re-use. However, the challenges in reactivating such sites are usually beyond the capabilities of individual users. Therefore, it is necessary for an agent—often with the support of a municipality—to initiate a cluster of temporary uses. Reaching agreement with the landowner and resolving legal questions creates a foundation for users. Such agents often have prior experience of temporary use projects, which gives them the necessary knowledge and confidence to initiate new ones.

Planners, associations, or alternative real estate developers can all act as agents. They “develop a short- to mid-term strategy for the location and interact with the property owner and licensing authorities. Within this framework, there then arises a cluster of extremely diverse activities, whose profile and programmatic orientation bear the stamp of the self-conception of the initiators, their networks and motivations” (ibid.: 225). The goal of creating a critical mass of activity and dynamism is common to all agents. If an agent is not commissioned to establish the cluster, their motivation is likely to be based on an ideal of alternative urban development, which views it as more than just a series of construction projects. “[T]hey work to enable direct, action-oriented uses of space that also include non-commercial cultural and social projects. For the agents, the initiation of a temporary use is successful when it has a lasting influence on the way the place is used and when long-term possibilities are created for neighbourhood projects and local initiatives” (ibid.: 248)

### Claim

As a rule, temporary users usually seek agreements with owners and authorities prior to initiating projects. When permits and agreements with the authorities are lacking, it isn’t programmatic resistance, but a tacit attempt to avoid running into difficulties. However, some projects deviate from this paradigm and often gain notoriety for doing so. In this latter context users may fight for contested spaces and for contested activities.

“Their efforts are based on a programmatic idea that generally stands in conflict with the objectives of the property owner and city planning authorities. The intention is to create new public spaces that generate new cultural and social impulses and are protected from commercial development” (ibid.: 225). Such users may seek a social platform for diverse and marginalised groups. Central to this strategy is public debate generated by activities in the occupied space and reporting in the media, which illustrate alternative use scenarios and their potential.

### Coach

The objective of coaching is to train and empower self-organised users. Supporting them whatever their particular intentions may be. It is less concerned with establishing framework conditions, investigating and enabling, or publicising the availability of space. Users and other interested parties are encouraged to form a network, leading to the creation of joint platforms with the aim of increasing public presence and support for their objectives. Such support may be self-organised, provided by sympathetic agents, or by government. Governments often seek to stimulate civil society activities such as temporary use in times of crisis

to counteract local deficits. When taken to an extreme, this can lead to the simulation of use and urban life, “autonomous and independent activities are replaced by the artificially generated and short-lived animation of areas” (ibid.: 227).

### Formalize

Successful temporary uses may reach a point of formalisation at an advanced stage of their development, which marks their transition to permanence. Improvisation and informal solutions may give way to lasting structures, open-ended leases and permits, formal legal structures, and professionalised management. The impetus for formalisation can vary. It may come from an external pressure, such as the threat of eviction or could be due to the identification of an opportunity for development, such as long-term rental income or an option to purchase the site or building. Solid business models are generally developed in the service of an economic interest. However, when a use becomes formalised its profile changes, which can ultimately result in failure.

### Exploit

Third parties can and do employ temporary uses in order to pursue their own interests. By initiating temporary uses, property owners can win public awareness for their sites and attract commercial users. This is possible because temporary uses are now an important part of city life and able to attract a great deal of attention. Taken collectively, urban temporary uses create a cultural milieu of public events, be they in art, culture, entertainment, recreation, or other areas, that are so important to today’s knowledge economy that commercial interests seek proximity to them. By, for example, selecting users or defining framework conditions,

property owners are able to control the profile of temporary use on their site.

Whilst this may appear exploitative, such collaborations can benefit temporary users. This model often derives support from Municipalities, that see temporary use as a means to promote urban diversity and mixed-use in city neighbourhoods. However, some commercially orientated actors adopt temporary use models simply as a way of marketing their brand. In this context the result is one-sided exploitation with no productive spin-offs. The commercial actor is simply interested in appropriating the cachet associated with the subculture in question.

## 2 Summary and Conclusions

The typologies / characterisations reviewed above illustrate trends toward the formalisation and mainstreaming of temporary use practice. The earliest typology reviewed (Studio Urban Catalyst, 2003) is user centric in its perspective and considers temporary use to be a relatively informal activity undertaken by marginal groups. This is indicative of the fact that the formalisation and mainstreaming of temporary use are trends that have rapidly accelerated over the past decade—previously, temporary use was a form of urban development most commonly associated with urban subcultures.

The second characterisation (Andres, 2013) shifts from a user centric perspective to focus on the interactions, negotiations and power relations between the various stakeholders involved in temporary use projects. It specifically sheds light upon the process that leads to—what is referred to in the preceding typology as ‘consolidation’, whereby a temporary use becomes established and turns into a long-term use. Andres argues that opportunities for temporary use projects arise in periods of crisis (weak planning) and are threatened in the transition to a period of stability (masterplanning). Furthermore, she differentiates between temporary use practices as ‘tactics’ (a concept central to the first typology) and ‘strategies’. Andres contends that strategies have an explicit aim, set of objectives, and coherent plan, whereas tactics are uncoordinated, opportunistic, isolated actions, which lack an overall plan.

Whereas the first typology regards temporary use as an inherently informal activity undertaken by marginal groups, Andres demonstrates that users can and do choose to develop formal strategies that enable their activities to attain a degree of permanence. By adopting formal strategic approaches, users and their activities can gain legitimacy in the transition to period of stability (masterplanning), during which landowners and municipalities tend to formalise their own approaches with the purpose of re-developing sites. The argument goes that temporary users must demonstrate the value of their activities in a language compatible with that of the landowners and municipalities who hold ultimate power in terms of determining long-term use. This approach can—if desired and valued by all parties—enable temporary users / uses to achieve an enduring legacy.

The third typology (Bishop and Williams, 2012) attempts to account for the growing interest amongst practitioners of architecture, urban design, and planning with respect to temporary use by exploring its origins, and recent social, economic and technological drivers. In doing so it shifts even further from a user centred perspective. The origins and drivers are discussed within a six-fold typology of temporary uses. The major social drivers behind the growing interest in temporary use include increasing levels of unemployment and job insecurity, which is leading people to seek alternative modes of employment and lifestyles that strike

a balance between material prosperity and wellbeing. Furthermore, as cities have become ever more complex (ethnically, culturally, economically, and socially), densely developed, and crowded, the range of uses and claims to urban space has increased. The main technological drivers identified are—of course—mobile communications and the Internet, which act as low-cost enablers in terms of bringing ideas, people and sites / properties together.

Perhaps the most significant drivers identified are economic in nature. Firstly, culture and creativity are now recognised as essential components of an economically successful post-industrial city. Temporary uses are often extremely rich in terms of their cultural and creative output. Therefore, many municipalities now encourage their development. However, it is not only the public sector that now recognises the value of temporary uses. As an extension of a general trend toward the merger of aesthetic and commodity production, many corporate brands now recognise the added value that association with temporary uses can deliver in terms of novelty, exclusivity, unusual locations, buzz, cachet, and hip image.

However, perhaps the most significant economic trend has been the fact that many land and property owners now recognise the numerous benefits that can be accrued by embracing temporary use. These include: (1) potential reductions in empty property tax payments; (2) cost savings in terms of securing and insuring the property; (3) the attraction of commercial

uses into other parts of the property; (4) a vehicle for experimentation and local consultation, as well as an important bridge between developer and community; and (5) enhanced public relations and political credit for future development plans. Whilst commercial interest in temporary use is not an entirely new phenomenon, what has changed in recent years is that there are a “far wider range of temporary activities seeking space, and that commercial interest in them increasingly forms part of deliberate estates management, development, and marketing strategies. Temporary uses are beginning to move into the mainstream” (ibid.: 47).

The final typology (Oswalt et al., 2013) was developed with the purpose of exploring how temporary uses come to be, in order to ascertain the extent to which they can be fostered. The typology consists of six temporary use strategies that collectively account for roles and motivations of wide spectrum of temporary use stakeholders. As such, it is the most comprehensive typology of temporary use practice compiled to date. It recognises the trends toward the formalisation and mainstreaming of temporary use and charts the increasing interest, involvement and influence of public and private sector actors. Importantly the typology highlights the role intermediaries (i.e., municipalities, non-profit organisation, associations, property agents, and alternative property developers) can play in enabling and initiating temporary use projects, and coaching practitioners of temporary use.

In conclusion, over the past decade the range of temporary uses has increased, and their economic value has been recognised by both public and private sector actors. With respect to the latter point, temporary uses are no longer simply seen as a convenient stopgap. They are now regarded as having a significant regenerative effect upon cities by fuelling creativity, entrepreneurship and creating a destination in otherwise transitional spaces. Temporary uses are increasingly regarded as an essential element of the transformation process that should be fostered.



## PART 2 - Transnationally Transferrable Good Practice

### Abstract

This is the second of two reports on temporary use practice (the first report is entitled: 'Part 1 - Conceptualisations of Practice'). It details an exercise completed in order to identify good temporary use practice, opportunities for improvement, and opportunities for and constraints upon transnational transfer.

Chapter 1 of this report examines the nature of 'practice' as a concept. It explores the effectiveness of reviews of practice in the context of urban planning and development in Europe, and offers guidance as to how the transfer of practice can be made more effective. The main findings are that reviews of practice should primarily be regarded as a source of inspiration, recognition and legitimisation of what it is possible to achieve. The practitioners and operational contexts of urban development – in this context temporary use – are so highly differentiated that it is extremely difficult for a review of practice to cater for all audiences. Nor can the reviewer predict what elements of practice may be of value.

Chapter 2 outlines the methodology employed to identify good temporary use practice, opportunities for improvement, and opportunities for and constraints upon transnational transfer. To summarise, the Lead Partners of the SEEDS project and their support teams were asked to review a minimum of three out of a total of eighteen case studies of temporary use practice from Europe and North America. These cases are presented in a separate annex (see 'Annex - Case Studies').

Project partners were instructed to review cases that were of most interest / relevance to them / the SEEDS pilot projects located in their country, and record any element of good practice they thought may be helpful in their own country / operational context. Each case study was composed of basic introductory information about the temporary use project in question, a detailed description of the case, with v practices identified where possible, and the source references and further references for each case study.

In Chapter 3, in accordance with the SEEDS project's conceptual framework, the practices identified by partners are evaluated with respect to their impact upon seven site descriptors / characteristics (see 'SEEDS Conceptual Framework' report). In addition to good practices, opportunities for improvement identified by each partner are also highlighted under the relevant descriptor / characteristic heading. The summary of the findings of this evaluation is then presented in Section 4.

## 1 Urban Development Best Practice and its Effectiveness

**“Nothing teaches more than to understand a local problem in another context”**

EGPIS, 2004

At the outset it is helpful to define what is meant by the term 'practice'. Practices can be understood as the routinized types of behaviour (i.e., habits) drawn on in the concrete doing of an activity. Practice can be contrasted with praxis: the concrete, situated, 'doing' of an activity. Relatedly, practitioners are those individuals who do the work of making, shaping, and executing an activity.

The study and conceptualisation of practice with respect to temporary use is relatively novel, which is somewhat surprising given that temporary uses have always existed. Oswalt et al. recently argued that the value of temporary use was only fully realised “once the shortcomings, indeed the crisis of the model of the 'entrepreneurial city', which was introduced in the 1970s, had been recognised” (2013: 222, see also: Hall and Hubbard, 1998). With the growing importance of the cultural industries and the critical shrinking of many localities adding to opportunities presented by the general obsolescence of land and property, efforts to incorporate temporary uses into urban development are only likely to increase. In order to support this growth in temporary uses a detailed understanding of temporary use practices is required.

Analysis of practice usually takes the form of identifying 'best practices', which are generally perceived as good in and of themselves. “Best practices are, nonetheless, discursive truth claims conceived in context; presumed transplantable, replicable and adoptable” (Moore, 2013: 2371). However, the concept of best practice has received relatively little critical attention (ibid.). Bulkeley contends: “That the dissemination of best practice can lead to policy change has become an accepted wisdom within national policies and programmes, as well as in international arenas and networks which seek to foster urban sustainable development. ... Underlying this belief is the assumption that promoting and disseminating good practice will lead to changes in policy and practice in other urban areas” (2006: 1030 and 1032).

Supporting this assertion, Stead states that:

*“The concept of best practice (or good practice) is rife in European policies and programs. In the area of spatial planning, best practices have been developed under a range of European programs and projects. The underlying belief is often that identifying, promoting, and disseminating good practice will help contribute to transnational learning and lead to improvements in policy and practice.”*

2012: 104

However, the prevailing logic identified by these two authors has not gone unchallenged.

Güller questions the extent to which practices that have “proved to be successful in one urban area, [are] transferable to another, given that the latter has a differentiated historical, cultural or political background, or is in another phase of economic development. Are there 'best practices' which are convertible like currencies? If not, how and to what extent must one take account of specific circumstances?” (1996: 25). Stead also questions the transnational transferability of best practices given the “huge differences in the technological, economic, political, or social situation between countries in Europe” (2012: 104).

Table 1. Components of local development practices and their transferability

Visibility	Component For Exchange	Transferability
Low	Ideas Principles for action Philosophy	Low
Medium	Methods Techniques Know-how Operating-rules	High
High	Programmes Institutions Mode of organisation Practitioners Joint projects	Low

Source: OECD, 2001: 35

In a report examining best practices in local development, the OECD (2001) goes some way to addressing these issues. The report differentiates between various components of best practice and identifies the extent to which each can be transferred (see Table 1). The components are rated in terms of both their transferability (i.e., relevance in other localities) and visibility (i.e., ease of identification / comprehension by an external observer). At one end of the spectrum are ideas, principles, and philosophies, which are considered to have low visibility and low transferability. At the other end of the spectrum lie programmes, institutions, modes of organisation, and practitioners, which are considered to have high visibility, but low transferability. The report contends that methods, techniques, know-how, and operating rules have medium visibility, but are the most readily transferable components of practice.

However, contrary to the OECD's classification, Stead argues, "policy ideas and principles may in fact be some of the most transferrable components of exchange in relation to the policy process" (Stead, 2012:

114). For example, a recent UNECE (2008) report on spatial planning was "premised on the idea that certain principles (democracy, subsidiarity, participation, policy integration, proportionality, and the precautionary approach) are applicable and desirable for all planning systems, irrespective of differences in economic and social situation, planning cultures, social or welfare models, and so on" (Stead, 2012: 114). In light of this argument, the components of practice identified in Table 1 that are most likely to be transnationally transferable are:

1. Ideas
2. Principles for action
3. Methods
4. Techniques
5. Know-how
6. Operating-rules

In terms of disseminating best practice, Wolman and Page argue that it is "much easier to offer a compendium of practices and ideas and leave it up to the recipient to decide which is the most appealing than to offer an evaluation of what works best, let alone what works best for highly differentiated audiences" (2002: 498). Stead supports this

approach on the basis that: "In practice, transfers of best practices are complex and certainly not merely a matter of copying or emulation: successful transfer also involves processes of learning and adaptation" (2012: 113).

In a study of the ways in which practitioners seek to understand and use best practice, Bulkeley found that:

*"Rather than using best practice as a source of general or technical expertise, practitioners engaged with it as a source of inspiration, recognition, and legitimation ... Best practices become emblems of what it is possible to achieve, and are used to promote a political rationality of urban sustainability in contests over what urban futures should entail."*

2006: 1039

A fundamental issue with gathering examples of best practice is that case studies are often created as a means of gaining reward or recognition for particular initiatives, individuals, and places. Therefore, it is often the case "that only 'good news' stories

are disseminated, and that the (sometimes) murky details of how practices were put into place are obscured" (ibid.: 1041). Consequently, practitioners must approach best / good practice with an awareness that its stories may be sanitised. Furthermore, they should re-immense it in their own context / networks of knowledge in order to gain a valid understanding of the processes involved. As Murdoch argues, "the contingencies of the local 'swallow up' the abstractions and effectively amend their functioning in line with local aspirations" (Murdoch, 2000: 506).

In terms of the likelihood that best practices will be taken up by practitioners, the OECD (2001) cite Greffe (1990) who contends that the successful exchange of local initiatives to a recipient area rests on three major levers:

1. The existence of enterprising and innovative individuals in the recipient area. Having numerous individuals with complimentary roles and capacities is preferable over depending on one individual.
2. The existence of niches of viable activities in the recipient area. These niches may not necessarily be in the same economic or social field as the example, but rather the recipients should be inspired by its objectives, principles and methods of organisation.
3. The existence of local development networks that can provide resources and services, for example, a network of services to small enterprises.

It is important for practitioners utilising best practice to consider that while certain strategies may be advantageous and inclusive for some, they may disadvantage and exclude other stakeholders.

## Summary and Conclusions

The literature reviewed in this chapter demonstrates that best practice should primarily be regarded as a source of inspiration, recognition and legitimation of what it is possible to achieve. It is not simply a matter of copying or emulating practices from different contexts. Successful knowledge transfer requires practitioners to reflect upon the specificities of their own operational context, and to learn from and adapt exogenous practices to suit that context when possible. The components of practice that are most likely to be transnationally transferable are: (1) ideas; (2) principles for action; (3) methods; (4) techniques; (5) know-how; and (6) operating-rules.

In terms of disseminating practice, the evidence above suggests that an effective method is to present a compendium containing various practices and ideas, allowing readers to extract relevant information themselves. The practitioners and operational contexts of urban development are so highly differentiated that it is extremely difficult for a review of practice to cater for all audiences. Nor can one predict what elements of practice may be of value. These conclusions informed the design of the exercise reported on in this document. The methodology of this exercise is outlined in the following chapter.

## 2 Methodology

The research methodology employed comprised three stages, each of which is outlined below.

### Stage 1: Compendium of Cases of Temporary Use Practice

In accordance with the findings of the preceding chapter, which examined the effectiveness of reviews of urban development practice. The seven Lead Partners of the SEEDS project and their support teams were asked to review a minimum of three out of a compendium of eighteen case studies of temporary use practice from Europe and North America (see 'Annex - Case Studies').

At the time of writing, SEEDS' seven Lead Partners had spent the past three years monitoring and supporting a network of 20 pilot temporary use projects located in six northern European countries. They had also run a series of stakeholder workshops in each of these countries (Belgium, Denmark, Germany, the Netherlands, Sweden and the UK) helping them to develop a wide variety of research themes concerning temporary use.

The case studies contained within the compendium were compiled using secondary data and desk-based research. The compendium drew upon, among others, case studies developed by Oswald et al. (2013). It is structured according to Oswald et al.'s (ibid.) typology of temporary use strategies (see Table 2 below). Three case studies were presented for each of the six strategies they identify. Each case comprised: basic introductory information about the temporary use project in question; a detailed description of the case; opportunities for improvement have been identified where possible; and the source reference and further references for each case study are also provided.

Project partners were instructed to review cases that were of most interest / relevance to them / their SEEDS pilots, and record any element of good practice they thought may be helpful in their own country / operational context. Each case study was composed of basic introductory information about the temporary use project in question, a detailed description of the case, opportunities for improvement identified where possible, and the source references and further references for each case study.

Table 2. Oswald et al.'s (2013) typology of temporary use strategies

Strategy	Definition
Enable	The strategy of enabling seeks to remove all barriers to temporary use. All possibilities for using derelict spaces are publicised, access to these spaces is facilitated, communication between landowners and users is improved, and legal problems are resolved. A neutral mediator, whose position is usually funded or supported by the municipality, initiates this process. The mediator, through his or her own considerable competence and commitment, wins the trust of the various actors. There is no formal programme and the as yet unknown ideas of prospective users form the intervention.
Initiate	Large idle sites in the inner city offer enormous potential for temporary use. However, the challenges in reactivating such sites are usually beyond the capabilities of individual users. Therefore an agent—often with the support of a municipality—could initiate a cluster of temporary uses. Reaching agreement with the landowner and resolving legal questions creates a foundation for users. Such agents often have prior experience of temporary use projects, which provides them with the necessary knowledge and confidence to initiate new ones. Planners, associations, or alternative real estate developers can all act as agents.
Claim	As a rule, temporary users usually seek agreements with owners and authorities prior to initiating projects. When permits and agreements with the authorities are lacking, it isn't programmatic resistance, but a tacit attempt to avoid running into difficulties. However, some projects deviate from this paradigm and often gain notoriety for doing so. In this latter context users may fight for contested spaces and for contested activities.
Coach	The objective of coaching is to train and empower self-organised users. It is less about establishing framework conditions, investigating and enabling, or publicising the availability of space. Users and other interested parties are given support and encouraged to form a network, leading to the creating of joint platforms with the aim of increase public presence and support for their objectives. Such support may be self-organised, provided by sympathetic agents, or by government.
Formalize	At an advanced stage of their development successful temporary uses may reach a point of formalisation, which marks their transition to permanence. Improvisation and informal solutions may give way to lasting structures, open-ended leases and permits, formal legal structures, and professionalised management. The impetus for formalisation can vary. It may come from an external pressure, such as the threat of eviction or could be due to the identification of an opportunity for development, such as long-term rental income or an option to purchase the site or building. However, when a use becomes formalised its profile changes, which can result in failure.
Exploit	Third parties often employ temporary uses in order to pursue interests of their own. By initiating temporary uses property owners can win public awareness for their sites and attract commercial users. This is possible because temporary uses are now an important part of city life and able to attract a great deal of attention. Whilst this may appear exploitative, such collaborations can benefit temporary users. This model often derives support from municipalities, which see temporary use as a means to promote urban diversity and mixed-use in city neighbourhoods. However, some commercial interests adopt temporary use models simply as a way of marketing their brand.

## Stage 2: Gathering Partner Responses

Upon reviewing their three selected case cases, partners were asked to record any element of 'good' practice they identified that they believe may be helpful in their own country / operational context. Partners were provided with a pro forma (see Appendix) containing, inter alia, seven boxes entitled: ideas, principles for action, methods, techniques, know-how, operating-rules, and other.

The first six of these seven headings represent the 'components of practice' (OECD, 2001) identified in the preceding chapter as those most likely to be transnationally transferrable. Definitions of these six components of practice (see Table 3 below) were shared with partners prior to completing the exercise. Partners were asked to record any elements of good practice related the six components of practice under the relevant heading. The heading 'Other' allowed for any element of practice that did correlate with any of the six pre-defined components of practice.

When recording good practices, partners were asked to explain why they were perceived as good and how they could be applied their own country / operational context. Reflecting upon both opportunities for and potential constraints upon transnational transfer. By recording those elements of practice partners believed could be beneficially applied in their own countries, partners made it possible not simply to identify good practices, but also those that demonstrate transnational transferability.

Finally, partners were asked to record any opportunities for improvement not already identified in relation to their selected case studies (a small number of case studies presented in the compendium included examples of opportunities for improvement), justifying why they regarded them as such. When compiling the case studies it was noted that opportunities for improvement with respect to temporary use are rarely reported. In this respect, partners were given the opportunity to share their own perceptions / knowledge of the cases presented.

## Stage 3: Aggregation of Results

SEEDS partners completed a total of 22 reviews. These reviews incorporated 11 out of the 18 case studies presented in the compendium. Partners' reviews pertaining to each of Oswald et al.'s (2013) six strategies were aggregated, combining both good practices and opportunities for improvement where identified.

The main aim of this exercise was to identify 'transnationally transferrable' good practice with respect to temporary use. Therefore, due to the fact that the operational contexts of temporary use projects are so highly differentiated (see Section A above), the practices highlighted by partners

were decontextualized in order to emphasise their generalizability and transferability. In this respect, the case studies are 'exploratory'<sup>2</sup> (Yin, 2003) and 'instrumental'<sup>3</sup> (Stake, 1995).

Themes and conclusions are drawn from the aggregate results, which are presented below. The results are structured and analysed in accordance with a conceptual framework developed by The University of Sheffield, Department of Town and Regional Planning for the SEEDS project (see 'SEEDS Conceptual Framework' report).

Table 3. Definitions of 'components of best practice'

Components of Practice	Definition / Example
Ideas	Ideas can be understood as thoughts or suggestions that reveal new courses of action.
Principles for Action	Principles for action can be understood as the underlying values / propositions that shape and structure a course of action.
Methods	Methods can be understood as general or specific procedures that must be followed to complete a task / take a course of action, which are often regular and systematic in nature.
Techniques	Techniques can be understood as specific tools, skills and approaches that make it easier to complete a task / take a course of action, which are usually developed through experience.
Know How	Know-how can be understood as knowledge of how to perform or operate in the manner necessary to successfully undertake tasks / follow a course of action, which is usually gained through experience. One may possess knowledge of the correct methods and techniques, but lack the experience required to employ them in the right place, at the right time, with the right people, etc.
Operating Rules	Operating-rules can be understood as rules and practices that increase consistency and mutual understanding when completing a task / following a course of action.

<sup>2</sup> An instrumental case study is the study of a case to provide insight into a particular issue, redraw generalizations, or build theory.

<sup>3</sup> An exploratory case study attempts to understand what happened within a case by looking beyond descriptive features and immediate context, and is theory seeking as opposed to theory testing.



## 3 Analysis

### Introduction

The main aim of this exercise was to identify 'transnationally transferrable' good practice with respect to temporary use. In accordance with the SEEDS' conceptual framework, the practices identified by partners above are evaluated with respect to their impact upon seven site descriptors / characteristics (see SEEDS Conceptual Framework report). These descriptors / characteristics, framed as research questions, are as follows:

1. **Urban Context and Development Trajectory:** What practices are responsive in terms of the structure of the local economy and its related urban form?
2. **Economic and Financial Circumstances:** What practices are well aligned with local land supply and demand, development costs, values and viability?
3. **Governance Policy and Planning:** What practices work well with / contribute to local planning / management policies, and / or successfully facilitated access to grants, subsidies and other forms of investment?
4. **Social and cultural setting:** What practices are well attuned to the socio-political makeup and public attitudes of the local area, and engaged successfully with its residents?
5. **Physical characteristics:** What practices are successful with respect to addressing physical aspects of sites and buildings (e.g., location, area, use(s), access, services, environment, contamination)?
6. **Legal structure:** What practices lead to successful legal structures (e.g., freehold / leasehold agreements)?
7. **Stakeholders:** What practices are successful with respect to engaging stakeholders?

In addition to good practices, any opportunities for improvement identified by each partner are also highlighted under the relevant descriptor / characteristic heading.

### Urban Context and Development Trajectory

*What practices were particularly responsive in terms of the structure of the local economy and its related urban form?*

#### Temporary use as a response to vacancy and dereliction:

Temporary use can be used to safeguard 'at risk' buildings and revitalise declining areas of cities. Temporary users can act as custodians of space, diminishing the risk of decay and preventing vandalism. They can reanimate / populate areas of vacancy and dereliction making them safer. This exercise has revealed a belief that temporary uses should be dynamic. If they are not dynamic their impact is likely to reduce over time. Allowing vacant and derelict sites and buildings to be used organically (as in perpetually changing) by temporary users can reveal new possibilities. Temporary uses are also able to react quickly on local needs, demand, and trends. Such dynamic, informal development can attract public interest, leading to even greater levels of activity, creativity, ideas, and startup businesses, kick-starting the process of urban transformation. Temporary users themselves also develop important organisational and business skills through their projects, which can enhance their employability / chances of launching their own business.

### Benefits to land and building owners, and existing businesses:

As stated above, temporary use can thus reanimate vacant and derelict spaces, kick-starting the process of urban transformation by capitalising on citizens' creative abilities and energy. Clearly this is beneficial to land and building owners who are more likely to achieve a market rent or sale in a revitalised area. Land and property owners and developers could deliberately integrate temporary uses into the development process in order to improve the image of an area and help transform it from a 'non place' to an 'address', which is ultimately likely to increase development values.

However, temporary use can be a very cost effective marketing tool for companies selling products that rely to a certain extent upon fashion; a temporary concept itself. For example, clothing producers can fund pop-up shops to sell limited edition garments thereby creating a sense of exclusivity and buzz at a relatively low cost. Such businesses can offer their products to temporary users for free to sell on a commission basis, with unsold products returned and profits shared. This can help start-ups for which tight cash flow can make stock procurement problematic. When a large company facilitates a temporary shop by allowing a temporary user to sell their products on commission, the larger company also fosters a potential start-up business that can operate independently. Operators of pop-up shops are likely to have a much greater understanding of local demand than a global brand. Therefore, the brand can capitalise upon this knowledge through such a relationship. The legacy of temporary use:

Some of the positive spillover effects temporary uses have upon their surrounding area and the spaces they occupy have been outlined above, but what about the legacy of temporary uses themselves? If temporary uses are highly successful in improving the public image of a site, building and / or area, it is likely that they will bring forward its re-development. Therefore, temporary users are often victims of their own success, displacing their activities. This can be somewhat difficult to reconcile given the positive impacts they are often responsible for. Therefore, on the one hand it is important to manage the expectations of temporary users. On the other, given their proven impact upon urban transformation, it is perhaps time to consider how temporary use can be incorporated in 'permanent' development to ensure on-going vibrancy in our towns and cities. Temporary users should focus on creating a medium-term programme of uses / events in order to demonstrate the potential longevity of their use and commitment.

## Economic and Financial Circumstances

*What practices were particularly well aligned with local land supply and demand, development costs, values and viability?*

### Win-Win:

Owners should consider making vacant, derelict and underutilised sites and property available rent-free to temporary users due to the positive impacts outlined in the preceding section. In return for access, users should take responsibility for its upkeep, including basic maintenance, payment of utility bills, etc. Owners could be further incentivised to give access to space on the basis of a profit sharing agreement with users.

## Governance Policy and Planning

*What practices worked particularly well with / contribute to local planning / management policies, and / or successfully facilitated access to grants, subsidies and other forms of investment?*

### What can municipalities do to support temporary use?

In order to raise awareness of its benefits, municipalities can play an important role in advocating temporary use. They must also be prepared to change current regulatory frameworks in order to facilitate such uses. If possible, municipalities could extend their blanket liability insurance to cover spaces occupied by temporary users, thereby reducing entry costs. They can also support the process by establishing connections between property owners and temporary users, and providing financial support.

If they decide to be more proactive and if budgets allow, municipalities could help to prove the concept of / kick-start temporary use by helping to establish a non-profit intermediary / mediating organisation to bring together owners and users. The municipality could even provide the organisation with a building to operate from on a temporary basis, which could be used as a venue to hold workshops for land and property owners / developers and temporary users. Municipalities could also choose to manage –either themselves or via an intermediary / mediating organisation– new public spaces created on re-development plots as sites for temporary use. However, this approach may conflict with the commercial interests of investors.

### The impact of politics:

Politics can have a major impact upon the likelihood of temporary use projects being realised. It was noted that if certain individuals / groups within a municipality could politically benefit from association with a temporary use project, there is often competition to do so and in-house fighting can impact negatively upon the project in question. Municipalities may be committed to a particular course of action for political reasons, which may preclude the flexibility required to foster temporary uses. On the other hand, temporary users can use political divides tactically to their advantage. For example, by highlighting inconsistencies in the spatial planning process that delay re-development plans.

### The impact of austerity:

Austerity measures can result in a withdrawal of funding for and property tax relief for social enterprises and non-profit organisations. In the current climate, which is defined by falling municipal budgets and the possibility demand for commercial property may struggle to reach pre-recession levels, we may be entering into an era during which local inhabitants must engage with the spatial development of their localities in order to bring about positive transformation.

### The future:

Should temporary use now be accepted as an integral element of the city planning and transformation process? Do temporary users receive adequate recognition and support for the role they play as pioneers in the process of urban transformation?

## Social and Cultural Setting

*What practices were particularly well attuned to the socio-political makeup and public attitudes of the local area, and engaged successfully with its residents?*

### Engaging with communities:

Temporary users should seek to engage with local communities from the outset. Bottom-up initiatives ensure residents take ownership of temporary uses and will continue to support them in the long-term. Such support is necessary, because if temporary uses are fully supported by their local community they can gain political influence in terms of mobilising voters. Temporary users can apply political pressure through use of the media. Especially when occupying public land, all local inhabitants should be made aware of opportunities for temporary use and how they can get involved. Temporary re-use should not be an exclusive process.

Some local residents may lack the independent initiative and / or knowledge to exploit opportunities for temporary use. However, temporary uses can provide them with amenities they desire, but never thought possible (i.e., a temporary local park). Therefore, thoughtful and supportive engagement is required. When demonstrating what is possible, temporary users should be aware that they are shaping community aspirations, which may not always have the desired outcome.

### The role of an intermediary / mediating organisation:

If an intermediary / mediating organisation represents temporary users, it must have a sound and transparent methodology for selecting new users. Otherwise, it may lose credibility.

### Political role for temporary use:

It is important to remember that temporary occupation of spaces can be used as a form of protest to bring about change for the benefit of communities.

## Physical Characteristics

*What practices were particularly successful with respect to addressing physical aspects of sites and buildings (e.g., location, area, use(s), access, services, environment, contamination)?*

### Temporary use as an experimental response to underutilised spaces:

It is important to think 'outside the box' when exploring opportunities for temporary use. Sometimes an idea needs to be tested before its brilliance can become clear. Therefore, temporary uses should be experimental and strive to identify new paths of transformation. Three of the examples highlighted in this exercise –using underutilised schoolyards, car parking spaces and abandoned skips for temporary uses– demonstrate that temporary use does not always have to locate on a traditional site or in a building. Temporary users can strive to question existing uses and interpret new ways of maximising the potential of all types of underutilised public and private space.

Bringing spaces that are currently used for only part of the day for a single use and not open to the public available for multiple uses (e.g., schoolyards when the school is closed) is an interesting avenue of thought. Looking to the future, in a city that is 'smart' (i.e. with many sensors) it may be possible to dynamically identify underutilised spaces and allocated them to alternative temporary uses (i.e., temporarily closing roads to traffic and opening them to pedestrians and cyclists). However, when underutilised spaces are opened up to multiple uses, it must be made clear that the main use has priority (e.g., a schoolyard).

### Temporary use of open space:

Sites awaiting re-development can feel like 'draughty holes' in the city. By installing simple objects in such spaces people's behaviour and attachment to those places can be transformed.

Landscaping using simple, but interesting objects can be highly cost effective. Furniture and lighting are good examples of temporary objects that can easily be removed and placed somewhere else if the use of the site changes. The object could potentially be made even more effective if they are designed with a specific sensitivity to the cultural tastes of local residents (i.e., using the colours of a local football club).

### Temporary use of large sites and buildings:

If a building / site is large, it may be appropriate to consider a large intervention, that can draw a lot of attention, as opposed to a series of smaller events. Moreover, temporary users should consider forming as a group, because it may be difficult to mobilise the project as a group of smaller players with different individual programs. Temporary users should not be expected to take on large-scale refurbishment, because they are only likely to have the capacity to undertake minor repairs / renovation.

### Rural temporary use:

One could argue that underutilised open space in rural areas should be returned to nature and not redeveloped for human-centric uses, which are a catalyst for more people, road construction, buildings, hotels, traffic, light infrastructure, etc.

### Difficulties in activating spaces for temporary use:

Activating spaces for temporary use can be difficult regardless of ownership. It can be just as difficult to activate municipally owned spaces, as it is to activate private ones. Public buildings may be expected to generate a market rent even if used for public / non-profit uses (e.g., Copenhagen, Denmark). In some contexts empty public buildings may be demolished to reduce stock in response to low demand (e.g., social housing in the east of Germany).

## Legal Structure

*What practices led to particularly successful legal structures (e.g., freehold / leasehold agreements)?*

### Licences:

A tried and tested good practice for temporary use is to develop standardised short-term licence (i.e., tenancy) agreements.

### The 'Trojan Horse' approach:

In the face of opposition from municipalities and / or land and building owners, temporary users should find a way –whatever it may be– to hold an event on the site or in the building in question to prove the concept / set a precedent for future temporary uses. In the face of arguments that preparing a site / building for temporary use would be too costly, holding an event can demonstrate how part of the site / building could be brought back into use at a lower cost. It is quite often easier to ask for forgiveness than permission!

### Open Source Urbanism:

If a specific type of temporary use wishes to be transferrable, it could create an open source strategy providing guidelines and a communication platform for other to replicate it (e.g., PARK(ing) Day). However, the principle of open source is vulnerable to commercialisation, which can blur the intention of temporary spaces.

## Stakeholders

*What practices were particularly successful with respect to engaging stakeholders?*

### Intermediary / mediating organisations:

Non-profit organisations that work as intermediaries / mediators between the owners of land and property, temporary users and municipalities and can facilitate users' access to space / agree mutual advantages are critical. A non-profit intermediary can enable a neutral space for dialogue. It can assist in structuring and 'legalizing' informal and alternative ways of keeping areas maintained. It should make explicit from the outset the temporary nature of projects in order to manage the expectations of users.

If temporary users organise as part of a larger association, this can also give owners confidence that communication will be good and the uses themselves well coordinated. It is important to organise through an association in order to have a formal body for negotiation, funding and media contact. If small groups join forces they can create a movement with great energy.

### Holding workshops / understanding aspirations:

Holding workshops / exhibitions to demonstrate the mutual advantages –short, medium and long-term– of temporary use for owners, municipalities and users alike is a great way to raise awareness of the benefits of temporary use. Furthermore, disseminating existing examples of existing projects is a great way to prove what is possible. However, a careful balance needs to be made between the values of the local community and the 'value' sought by owners. Such events can help intermediary / mediating organisations gain a detailed understanding of the creative aspirations and needs of potential users.

## Guidance documents:

Producing guidance documents for municipalities, temporary users, and property and landowners, which contain: policy background; advocacy; advice (i.e., finding a building, health and safety, tenancy agreements, planning permission, etc.); details of support available; links / contacts, etc., can greatly increase the potential for temporary use projects. These should take the form of simple, replicable and transferable frameworks for facilitating temporary use, which define a clear role for all stakeholders.

### Engaging experts:

Temporary users should engage with experts and professionals. The reasons for this are multiple. Knowledge of spatial planning regulations and legal issues surrounding temporary use is essential for users. Experts and professionals may be willing to impart such knowledge for free to non-profit organisations as part of their commitment to social responsibility. The engagement and participation of well-known artists, celebrities, politicians, experts, professionals, etc., with a temporary use project can generate a great deal of publicity. Such publicity can become a useful political tool with which users can pressure owners and / or municipalities to support their activities. Scholarly research can also be used as a tool to demonstrate the feasibility and benefits of temporary use.

### Large organisations:

The involvement of large organisations that have a vested interest in making a space attractive can generate both investment and publicity for temporary use. Users can use the media to gain the attention of big business who may fund temporary uses directly or building repairs in order to piggyback the publicity associated with the project. Their involvement will also draw even greater publicity to the project.

## Temporary use as an engagement tool for developers:

Developers can use temporary use as tool to engage with communities, and avoid an 'us and them' scenario. However, such engagement may be driven by profit as opposed to a long-term commitment to communities. As such it may ultimately backfire on the developer.

### Benefits of Consultations for Users:

Temporary users should consider beginning their projects with community consultation and engagement if they want to have a chance of developing into a permanent use. Developing a strong community network can afford a temporary uses a durable long-term structure and a committed base of volunteers. Temporary uses can use community consultation as a tool to shape their relevance and demonstrate their benefits. Temporary users may actually be able to consult with communities more effectively than municipalities (that use a narrow palette of tools) through the use of novel engagement techniques. Such as fun events that engage different sections of society, which can increase support for temporary uses and the likelihood they are made permanent.

Temporary users should consider putting on a programme of activities when they are able to use a site or building into the medium-term. Engaging with all relevant stakeholders and funders, and improving and adapting their plans as time progresses to ensure relevance. Thereby demonstrating their professionalism and potential as permanent occupiers.

## Who is the driving force?

Achieving temporary use projects often requires the involvement of strong-headed and persistent individuals. If users want a temporary use to become permanent, it is likely that they are going to have to sustain a campaign over a long period. The types of individuals who can make this happen are few in number, which limits the capacity for temporary use.

### Methods of Communication:

Projects like PARK(ing) Day prove that by using Internet blogs and other media a single event can evolve into a worldwide movement and begin to influence spatial planning practice. Only using word of mouth to market temporary use can generate exclusivity and buzz.

## 4 Summary of Main Findings

This exercise aimed to identify both good practices and opportunities for improvement from case studies of temporary use compiled using secondary data and desk based research. This was achieved with the support of SEEDS project partners who reviewed the case study material presented. In accordance with the SEEDS' conceptual framework, the practices identified by partners were evaluated with regard to their impact upon seven site descriptors / characteristics (see preceding chapter and 'SEEDS Conceptual Framework' report). These evaluations are now summarised in turn.

### Urban Context and Development Trajectory:

The exercise highlighted the positive role temporary use can play in urban transformation. Reanimating vacant and derelict spaces, kick-starting the process of urban transformation by capitalising on citizens' creative abilities and energy. In order to be most effective temporary use should evolve dynamically, reacting to local needs, demands and trends. Obviously land and building owners stand to benefit from temporary use activity that revitalises an area. It would therefore be good practice for developers to explore ways in which temporary use could be formally incorporated into the land and property development process. Other businesses can also benefit from collaboration with temporary users, especially those that rely to a certain extent upon fashion, because they can capitalise upon the buzz created by temporary users to market their products and draw upon users' understanding of local demand. Given its wide-ranging positive impacts, it is perhaps time to consider how temporary use can be incorporated in 'permanent' development to ensure on-going vibrancy in our towns and cities.

### Economic and Financial Circumstances:

Land and property owners could consider making their underutilised spaces available to temporary users rent free or on a profit sharing basis. In return users should take responsibility for basic upkeep.

### Governance Policy and Planning:

Municipalities can play an important role in fostering temporary use, for example, by: advocating it; changing regulatory frameworks to enable it; providing support services (i.e., insurance); connecting users with owners; and activating publically owned underutilised spaces for temporary use. If they wish to be even more proactive, municipalities could fund and support a non-profit intermediary / mediator to bring together owners and users. However, austerity measures are threatening such innovations and politics can often stand in the way of good ideas. Local and national governments should consider integrating temporary use into the transformation process. Furthermore, they should recognise the increasingly important role temporary users play in it.

### Social and Cultural Setting:

Engagement with local communities is important for temporary use, because it can help to ensure long-term local support, which may enhance political influence. Opportunities for temporary use should also be inclusive and made open to all sections of society. This may necessitate thoughtful and supportive engagement and education.

### Physical Characteristics:

As stated above, temporary use is most effective when it is dynamic. Therefore, it should be experimental, striving to identify new paths of urban transformation by questioning existing uses and interpreting new ways to maximise the potential of public and private space. New opportunities are arising all of the time, such as utilising smart sensors to dynamically identify underutilised spaces and allocated them to alternative temporary uses. Large sites are likely to require temporary users to collectivise and coordinate in order to deliver proportionally large-scale interventions effectively. Both nature-centric and human-centric temporary uses should be encouraged.

### Legal Structure:

A tried and tested good practice is to develop standardised short-term licence (i.e., tenancy) agreements for temporary use. However, in the face of opposition, it has been known for temporary users prove their concept by occupying space without permission; it is often easier to seek forgiveness! Open source frameworks shared for establishing temporary use projects via the Internet have a great potential for transnational transferability.

### Stakeholders:

Non-profit organisations that work as intermediaries / mediators between the owners of land and property, temporary users and municipalities can create a neutral space for dialogue. If temporary users organise as part of a larger association it can bring numerous other benefits, such as: giving owners confidence in their professionalism; bringing more weight to negotiations; gaining access to larger pots of funding; greater media recognition; higher levels of energy and enthusiasm.

Producing guidance documents for municipalities, temporary users, and property and landowners, which contain: policy background; advocacy; advice (i.e., finding a building, health and safety, tenancy agreements, planning permission, etc.); details of support available; links / contacts, etc., can greatly increase the potential for temporary use projects. These should take the form of simple, replicable and transferable frameworks for facilitating temporary use, which define a clear role for all stakeholders. Workshops and exhibitions advocating temporary use can raise awareness and support, especially those that draw attention to successful existing projects.

Involving large private organisations in temporary use can generate both publicity and investment. However, this may lead to their commercialisation and ultimately erode support. A careful balance must be struck. As stated above, temporary users should consult with their local community from the outset, because it can help to ensure long-term local support, which may enhance political influence. Temporary

users may actually be able to consult with communities more effectively than municipalities (that use a narrow palette of tools) through the use of novel engagement techniques. Users should also engage with experts and professionals who may be willing to impart important knowledge and skills as part of their commitment to social responsibility. By engaging effectively with all relevant stakeholders and improving and adapting their plans as time progresses to ensure relevance, temporary users can demonstrate their professionalism and potential as permanent occupiers.



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