Urban Catalysts

Strategies for temporary uses – potential for development of urban residual areas in European metropolises

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1 Introduction

Crisis of planning

Since the 1970s, post-industrial change in Europe has generated very different social, economic and spatial conditions in urban centres – a polarised map where certain cities enjoyed unprecedented boom and regeneration while others failed to absorb vast, often centrally located areas left discarded after the closure of industries decades ago. Today, we look back on almost three decades of radical urban transformation. Urban Catalyst is an attempt to reopen the debate on strategies and tools of planning, critically reflecting upon both, the shortcomings and innovations of development both inside and outside the vocabulary of conventional urban planning. Funded by the 5th Framework Programme "Energy, Environment and Sustainable Development", Key Action 4 "City of Tomorrow Cultural Heritage" of the European Union. The research project has investigated the potential of temporary uses as a motor of urban change, which has been hitherto largely ignored. Co-ordinated by ›Studio Urban Catalyst‹ at the Technical University of Berlin, am interdisciplinary network of 12 partners from five European metropolises – Helsinki, Amsterdam, Berlin, Vienna and Naples – has developed models of action and strategic planning tools, integrating the potentials of temporary uses into a long lasting urban development and forming an unique archive, which is now available to architects, planners, municipalities, developers, property owners and temporary users.

The Urban Catalyst research sites represent a spectrum of diverse conditions in which temporary use can act as an urban catalyst. These conditions could be considered prototypical for the European condition today. Helsinki and Vienna, for example, continue to profit from a strong real estate market, while economic crisis and collapsed property markets in Berlin have led to a slow down and virtual standstill in property development. In a context of an oversupply of space and high vacancy rates many developers resign to apathy and ›wait for better times‹. However, the success and failure of urban transformation processes cannot be measured by short-term growth alone. A booming economy with an over-inflated real estate market (Vienna and Helsinki) can banish all creative energy from the city, making it impossible for young and weak economies to thrive, potentially endangering what one might call a ›sustainable mix‹. Both scenarios reveal a crisis in

current planning tools, which fail, to different degrees, to initiate and direct sustainable urban change. While traditional state initiated planning is no longer affordable, the radical shift to neo-liberal planning policies has failed to offer inclusive models. Boom and gentrification can lead to social exclusion and an increasingly divided urban society, while the failure of market driven development to adapt in the context of economic collapse has led to apathy and stagnation. Both gentrification and neglect are symptoms of a crisis, which should be considered as an opportunity to critically examine and question the existing planning procedures and consider alternative models of development.

Temporary use

All test areas selected were characterised either by a time gap – a moment of standstill between the collapse of a previous use and the beginning of new commercial development, or revealed the problems of gentrification and social exclusion created by a thriving real estate market. The research has revealed that this time gap has provided opportunity for new, unplanned activity. A closer look at derelict sites such as the Ostbahnhof in Berlin shows that in the absence of commercial development, the area has developed into a breeding ground for new forms of art, music, and pop culture, as well as for start-up companies, leisure, night life, trading. The uncertainty and openness attract and inspire. Informal economies become reception and integration thresholds into society for new arrivals and penniless immigrants, other temporary users took refuge from established lifestyles and enjoyed the openness and freedom offered by the claimed spaces. The virtually cost-free access to these spaces gives financially weak players the opportunity to grow in a protected but unsubsidised environment and become active participants in the shaping of their city. Found spaces and materials are recycled with a minimum of investment and physical intervention – ›Urbanism light‹. Such vitality is missing or endangered in the case of Helsinki, where the demolition of the Magazinit, a hub for various sub-cultural activities founded in the 1980s is being planned which will make way for new commercial development. Alternative spaces are barely to be found in the context of a lack of vacant space and overpriced rents.

1 What is temporary use?

What are temporary uses? How do they emerge and how do they operate?
Temporary uses are generally not considered to be part of normal cycles of urban development. If a building or area becomes vacant, it is expected to be re-planned, build over and used as soon as possible. Temporary uses are often associated with crisis, a lack of vision and chaos. But, despite all preconceptions, examples like the vital scene of Berlin's nomadic clubs or temporary events proves that temporary uses can become an extremely successful, inclusive and innovative part of contemporary urban culture.

Knowledge about the origins and the mechanisms of temporary use have so far not been available. For this reason, the first step of investigation conducted by the research project Urban Catalyst was an in-depth study of existing clusters of temporary use in Berlin, Helsinki, Amsterdam, Vienna and Naples. The detailed case studies of apparently spontaneous and unplanned uses revealed patterns and mechanisms. Temporary use do not emerge accidentally but are guided by different factors and rules. Temporary users are urban players that act deliberately and follow certain visions. The research team has come to the following conclusions:

a   citizens become temporary users in order to follow different aims
Temporary users are motivated by the aim to claim vacant spaces as breeding grounds for the development of ideas, as niches or as a parallel universe in relation to the regulated urban environment.

b   specific vacant sites attract specific temporary uses
While choosing certain sites or buildings, temporary users follow precise spatial criteria such as retreat, exposure or niche.

c   temporary uses flourish with a minimum of investment
Temporary uses can recycle and appropriate existing structures and spaces with minimal interventions – 'urbanism light'.

d   temporary uses are mostly organised in networks and use clusters

The temporary use clusters are characterised by distinguished use profiles. A cluster is sustained by complex internal networks, which generate synergy effects. Initial temporary programs often attract similar uses to the same or a nearby site.

e   temporary uses are initiated through agents

In many cases, temporary uses only become possible through the determined action of key agents, who bridge the gap between the different milieus of the users, the site owner and municipal authorities and therefore create a protective umbrella which allows for the flourishing of temporary use. The agents are mostly unpaid individuals without institutional associations, following an idealistic agenda. While sometimes these agents are themselves actively involved in a temporary use milieu, they also appear as highly motivated 'submarines' within the municipal bureaucracies.

f   temporary uses are a laboratory for new cultures and economies

Temporary uses can create a unique environment of experiment, where ideas can mature in time, leading to the foundation of may start-up companies.

Urban residual areas as niches for temporary use

The research project Urban Catalyst has focused on temporary use in urban residual areas. The areas are characterised by a period of no formal use (time gap), which follows the end of a previous use period. In all cases, traditional development methods fail to absorb the potential of the sites, due to the following factors:

• construction-costs are relatively high (e.g. industrial pollution)
• mono-cultural mass investments are hindered (protest, political delicacy, etc.)
• planning processes and regulations are unclear and lengthy
• insecurity in marketing and programming make fixed developments risky
• public subventions fall out
• in many places their is low or even shrinking investment-pressure

The quantity and duration of this time gap varies considerably in accordance with the larger economic and social context of the particular site.

2 What is the European context?

Urban context

Urban development processes in Europe produces time gaps, in which former uses come to an end, whereas the future use has not yet started. In all European cities examined in the project these spaces function as breeding-grounds for temporary uses. Thus, this spatial vacuum is a fundamental and necessary urban context in order to allow for temporary uses in cities. It is quite similar in all countries under study, although the reasons for these time gaps vary considerably as described in chapter 2.

Economic context

The economic context is strongly linked to the urban situation mentioned above. For example the density and the pace of turnover in a city depend as much on the local market situation as well as it effects new investments. The economies of temporary uses share a lot of similarities. None of them is exclusively and primarily focussing on monetary assets. This should not be mistaken, as if temporary uses were independent from the market or even "economy-free" enterprises. Even though temporary uses start off in niches, they are still connected to the economic sphere - for instance in that they have better chances to evolve in urban areas with lower economic pressure. However, the non-monetary and sometimes deliberatively "anti-monetary" character of temporary uses rather suggests, that these uses put forward alternative economies. These are especially economies based on barter, on social capital, and on recycling of existing value. Such forms of value production can often be translated into monetary value. This has been analyzed in further detail during the project especially in regards to social capital. Many of the temporary uses mix these economies and try to establish a self-containing enterprise, which sooner or later should be able to move out of the temporary niche. Examples for this would be arts and design galleries that start off in recycled abandoned buildings, but develop a professional standing, which allows them to stay in the market even when the residual space gets developed.

Obviously, to reach this level of self-containment is a difficult undertaking. Therefore governmental subsidies play a quite important role to get the uses going. The uses differ a lot in the extent they get subsidized by public bodies. On the level of public support the national contexts differ immensely over the five cities at study. The subsidy depends directly on the economic situation of the city. Thus, in booming economies, as we can see in Amsterdam, temporary uses get immensely supported by the local government. In stagnating cities and in "High-Dept-Cities", like Berlin, there is almost no financial support for temporary uses. This dependency on the general economic situation of the city has contradictive effects on the temporary uses. The stagnating low-pressure economy, as in Berlin and Naples, open up more spatial niches for temporary uses and alternative enterprises. But there is hardly any public financial support for these undertakings. In contrary, growing economies produce higher prices of real estate and make it much harder to establish alternative uses. Once such temporary uses get started though, it is easier to get public funding and put the temporary uses on a more stable phase.

Cultural context

The common ground of the cultural context among the five cities – and also for most other European cities – is the new connection of established and new cultural economies. The new focus on the innovative strength of cities goes along with the rise of so-called "cultural industries". According to some economists this sector will become one of the most important industries in cities. Central for the transformation of the cultures of cities is the shift from cultural consumption to cultural production. This transformation will to a large extent depend on the opportunities a city gives to innovative and creative citizens. Cultural production refers to the production of goods, which have a higher symbolic meaning than functional value. These so-called "symbolic goods" play an important role in the creation of life styles and trends.

Cultural production in particular is a networked production. Further, it is in many ways a risky business. When one has a "hit", one can earn an enormous amount of money or recognition, but one never knows if and when such an occasion arises. As an implication one has to develop a constant flow of new projects. This situation gives chances to young and talented, creative professionals.

The availability of low-cost spaces on a temporary basis is essential to this kind of creative entrepreneurship. Your initiative might become a long-lasting success, but you can also be "in and out" nearly overnight. This risk brings along several social problems, because these uses at times create a group of overworked and underpaid creative talents. The differences in the cultural context of temporary uses lie in the various historical backgrounds of the cities. Certain cities can be described as having a "culture of the temporary". Berlin is an example for that. Many historical ruptures and changes have always allowed temporary niches to evolve. Since many of the temporary uses evolve from alternative movements and from sub-culture, cities with a strong history in that, like Berlin and Amsterdam, tend to create a lot of temporary uses. Italy does not have this strong alternative movement, but a long history of informality. Activities that are not strongly regulated and formalized are not unknown there, thus temporary uses are easier accepted. This is much more difficult in cities like Helsinki and Vienna, which do not have a culture of the temporary. It is interesting to see that the economic and cultural context do not go in line but in opposite directions when it comes to temporary uses of urban wastelands. Poor cities in our study had a stronger cultural background for temporary uses.

Legal context

The legal context is very homogeneous for the five cities of the research project. The comparative study, which looked at the legal framework and regulations as instruments for temporary uses within the development of urban residual areas in European cities, describes a broad lack in the existence of legal regulating. Transitory uses are not yet part of intensive legal regulations or debate. Within the area of planning rights in a closer sense, i.e. within the legally binding detailed land use plans, the topic of temporal limitation and transitory uses has not yet been worked out in reference to its instruments. The sector of building permissions presents itself to be more differentiated. Here partly regulations for temporal limitations exist.

All participating partner cities identified needs for new legislation within the planning and construction law. It seems desirable to admit temporary uses in land use plans and building permissions as well as the improvement, respectively the using instructions for the present instruments of law. The only exception here is Finland,

where absolutely no problem can be seen as transitory and illegal uses practically do not exist. This assessment, however, needs to be put into the context of the entire problem of temporary use. The discussion with all project partners has resulted in findings that legal questions at last only have a very limited importance for how to deal with transitory and intermediate uses. In practical operation of the participating cities, meaningful projects obviously fail not necessarily due to legal problems. Financial and economic problems are in the foreground. According to the experiences of the partner cities in the research project the main obstacles are seen as conflicts between temporary uses and future development in town planning as well as the lack of social acceptance of such uses. Among the legal problems the assessments of the project partners differ greatly in reference to problems of the civil law. But in general the problems in this legal field are not prior. In the field of public planning and building law the appraisals concentrate on the problems of sub-standards as well as the lack of possibilities to tolerate or legalize. Sub-standards on fallows or areas with reduced use prevent or make legalization more difficult.

The differences among the cities of the research project cannot necessarily be generalized as national differences. Within a country, differences in the regional contexts as well as the size of the city can create a larger difference than between similar cities of different countries. However, certain conditions, which are favourable for temporary uses have been identified and its implementation would certainly be valuable for urban development across various regional contexts.

3 What are the main typologies?

Who are temporary users?

The phenomena of temporary use is varied and complex. Temporary use occurs in many, vastly different contexts. In almost all conditions, however, temporary users regularly have little or no capital, but are flexible and active and can adapt to given circumstances. The following temporary user types were identified:

• **start-ups** (new businesses, inventors, patent holders etc. with the long term aim of full re-integration in urban economy)

• **migrants** (persons that are temporarily not integrated in stable social network or employment structures)

• **system refugees** (deliberate, i.e. ideologically motivated withdrawal into alternative universe)

• **drop-outs** (light criminal offenders, homeless people, illegal immigrants etc.)

• **part time activists** (having a regular position and income in the society, but wanting to enrich their live with experiences outside established orders)
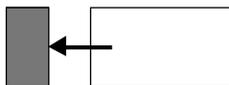
How do citizens become temporary users?

All user groups take up a marginal status within the established society. This status can be of permanent or temporary duration, voluntary chosen by the temporary users themselves or forced upon them. Depending on their relationship to the established/ mainstream society the residual areas have a different meaning and function to the different groups *(all categories can overlap):*

A   **reserve/ niche**
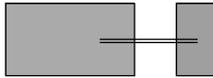   user groups: system refugees, dropouts, migrants
         time of occupancy: full time

B   **play ground/ parallel universe**
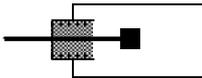   user groups: part time activists

time of occupancy: off hours

C   incubator
user groups: start-ups, migrants
time of occupancy: full-time/ part-time

Copying temporary use strategies

In addition to these spontaneous, self-organized, bottom-up types of temporary users there is a second group of temporary users. Established and quite formal institutions, companies and programs apply in the last decades more an more strategies of informal temporary use. Two major examples can describe this tendency: cultural institutions like museums engage more in more in temporary uses like ‚long nights of museums' to attract successfully new target groups and publics. This tendency can have a more and more substantial impact on the institution itself, redefining its identity and agenda. Secondly, companies like Nike and Addidas copy sub-cultural strategies and organize informal, sometimes even illegal leisure activities to infiltrate youth culture and market there products.
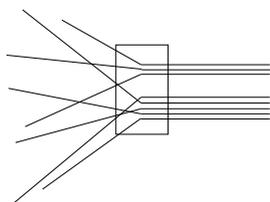
Temporary use clusters

In most cases temporary uses do not develop in isolation but as clusters. The clusters can be of formal or informal character with hierarchical or non-hierarchical organizational patterns. Clusters have a more a less clear profile of possible uses. This mix of activities is created in an almost unconscious way (due to personal values or personal relationships) (it would be interesting to study this way of programming in comparison to the conscious design of a program mix for shopping malls. See also Michael E. Porter: "The Competitive Advantage of Nations, 1989). Examples for c*lusters of temporary activities include* the Haus des Lehrers and the RAW (Berlin), the Magaziniit (Helsinki) or the Vienna Kabelwerke.

Within clusters distinct local economies and non-monetary exchange replace conventional market economies (skills, physical labour etc). They also might benefit from having common clients (consumers). The grouping of several temporary activities with certain similar qualities creates synergies among them.
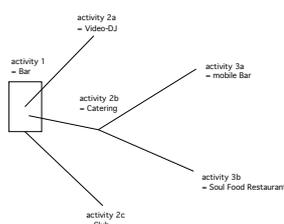
Social networks within temporary use clusters

For most temporary users money and status are of secondary importance and have little meaning in starting an activity. Instead, prime resources are social networks. It is an importance source and at the same time, an important outcome of temporary activities. They are generated in the following two ways:

- Fusion chamber: Just by being in the same temporary place for a while people start to know each other and work together. The instability of the situation, the need to negotiate with institutions and people outside the place (as municipality, the owner, the public) forces the different activists to collaborate. Also the poor condition of spaces and the lack of financial sources forces the different activist to help each other. This is enhanced by some kind of common cultural background, ideological motivation and value system, which emerges with the development of a cluster of users. The social networks are sustainable and continue to exist long after the common activities in a location have ended.

- Bifurcation: Because of the instability of the location and the experimental character of the use the activities are mostly rather dynamic, being permanently reshaped, relocated and updated. This also often means that one original activity bifurcates and results in several new activities in different locations. But the connections are still strong and the former collaboration in one project is transformed into a social network in-between several projects/ activities.

Temporary use agents

A frequent precondition for the emergence of clusters is the activity of ideologically motivated agents who set up a basic legal and organizational framework and provide rudimentary infrastructures, which eases the access to vacant locations, and the start of temporary activities for other user groups. Agents are either temporary users themselves, or, part of municipality or owner as 'submarines'.

If the agents are on the temporary user side they are unpaid (honourable work) and have often prior experience. Their important role is very often to bridge gaps in-between very different cultures, between the activists, the municipality and the owners. Their main contribution is in establishing new connections and networks. They often see their role rather in initiating developments than in maintaining them

Relationship between temporary users and site

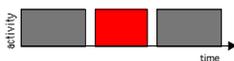In the research process, several contrasting sets of relationships were defined:

- temporary users who do not have a specific relationship towards the site. They just look for an affordable location, but do not have a specific interest in the urban context, being autonomous (e.g. start up as Berlin: Unit)

- temporary users who are interested mostly in the internal context of the location. They look for location in order to via synergy to increase their competition advantage or to be part of the social network. They have strong interaction with the other temporary users on site but not to the further urban context

- temporary users who choose there location in a strategic position inside the overall city, meaning good access by public transportation (and car) as well as centrality of the location, e.g. club scene (e.g. Magazini Helsinki or Maria/ Ostgut at Berlin-Ostbahnhof, Wien-Kabelwerke)

- temporary users who have a strong interaction with the local community (e.g. Berlin-RAW-tempel eV, Berlin-Bad Ly) and look for locations which are well integrated into the urban fabric of the local community. This can overlap with type b, as in the case of Kabelwerke Vienna.
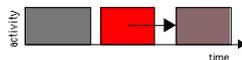
'Tactics' of temporary users

How users do use a site? The users make little or no built changes. They use the spaces mostly as given and founded. They add new infrastructure if needed (electricity, water, gas, heating, etc.) and use mobile equipment ('furniture') to adapt the spaces to there needs. This is due to small financial resources and limited or unclear time frame.

Relationship of site in long-term perspective and temporary uses: The effect of temporary uses on the development of a certain location can be different. We can distinguish following typologies:
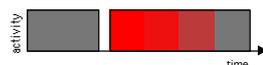
a)   **Stand in:** Temporary uses do not have any lasting effect on the location, but only use th vacant space for the time available

b) **Impulse:** Temporary use gives an impulse for the future development of the site by establishing new programs/ new programs cluster at a certain location. Example: Berlin Club WMF followed by London Media Company, Squatting of Kokos Factory in Helsinki

c) **Consolidation:** Temporary use establishes itself at a location and is transformed to a permanent use. Example: Berlin Club Tresor, Arena as a concert hall/ event location. The consolidation can also take place at a different location (e.g. Berlin-Tempodrom, Kunstwerke, Cable Factory Helsinki)

d) **Coexistence:** Temporary use continues to exist (in a smaller size) even after establishment of a formal permanent site at the location. Example: Flee market and Yaam Club at Arena Berlin. Also the aim of the planning authorities in Helsinki

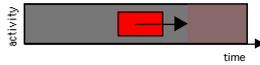e) **Parasite:** Temporary use is developed in dependence of existing permanent uses and takes advantage of existing potentials and availability of space. Example: Market at Berlin Ostbahnhof

f) **Subversion:** Temporary use is interrupting an existing permanent use (institution) by squatting as a political action. Even so this occupation is normally of a very limited time period, it effects the

squatted institution and results in change of the institution. In the situation of the squatting different uses than normal are established at the location, e.g. housing in an university or factory. Example: Squatting of Factory Alactel in Berlin-Neukölln, Squatting of Universities

g) **Pioneer:** The temporary use is the first 'urban' use of the site, establishing a way of settlement, which might become permanent. Examples: Building of World Expo's which have intended to be temporary but became permanent

h) **Displacement:** A permanent institution is displaced for a limited period of time and during this time established in an improvised way as a temporary use. Example: Displacement of railway-station at Berlin Ostbahnhof in year 2000

Typologies of temporary use programs

Temporary uses can be found within a vast spectrum of uses such as housing, work (as production or services), leisure, consumption or social services. The most typical types of temporary use programs for urban residual areas are related to youth culture (e.g. music, clubbing etc.), the art world, leisure/ sports, start-up-businesses, alternative cultures, migrant cultures, social services, or flee market/ car boot sales. In all cases, urban residual areas become a Breeding ground, a laboratory or test site for new kind of activities where experiments can be carried out with low financial risk. These experiments can fail and sometime do so. But they can also become very successful and establish themselves, than the temporary use becomes the starting point for a new type of activities. Residual Zones open up a space of the possibility for uncertainty, where you can fail, where one can be naïve and daring. The most current developments in popular culture, art and new media emerge in these areas. Even so they are run with very low budget they became major sites for the cultural production of their cities. It is no coincidence that they appear in short tourist guides with the same importance as the major museums and cultural institutions if the city.

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5   Which tools can be applied in which context?

Crisis of planning

The most traditional tool in formal planning in the European context are zoning plans and master plans - spatial plans to describe an envisioned final form of urban development. However, the following factors, characteristic for many urban conditions in Europe question the effectiveness of these tools:

- dependent on large scale financial investment and economic climate
- as singular actors become less and less powerful, and more and more dependent on other stakeholders and outside forces, the realization of these ideal visions becomes more and more cases difficult, and if not impossible. Even when realized, the change of conditions make the developed urban setting often soon outdated and asks for alterations and further developments.
- traditional master planning is a very slow process, taking years to be legalised and complete, unable to adapt to short term change.
- traditional formal planning addresses the question of what should be developed, while the question of how to develop is left unanswered.

The approach of the urban catalyst research projects asks for new types of tools. specific characteristic of these tools is that they engage in a 'weak planning': They are able to deal with changing situations, they are able to be applied quickly. And they do not need major investments, but rather establish synergies between the different stakeholders and existing resources. Some example for this type of tools can be found in the recent context of neighbourhood-renovation, neighbourhood-management and similar programs. In these contexts a series of urban tools have been developed less as physical and build interventions, but more on the level of moderation, communication, networking etc. So far these tools have so far been mainly intended and used for stabilizing existing neighbourhoods and maintaining existing social networks. However, the context of urban catalyst, these new tools are further developed, expanded and used for the initiating and ongoing support and development of new activities, programs and site-development.

The following categories of tools were defined:
- communication
- networking
- financial/ economic
- legal
- physical/ infrastructural

During the Urban catalyst research 30 tools were developed which can be used to support, deal with and develop temporary uses. The following examples describe, how these tools can be applied in different urban contexts, using a specific example from the research project:

context 1: empty building
(Tools: feasibility study, formalisation of temporary use initiative, participatory exhibition, Citycat)
The example of the former parliament building of East Germany that remains vacant in the centre Berlin is typical for a disused structure unfit to be converted to ordinary use programs. Similarly, several office high rises in he centre of Vienna remain disused mainly due to their particular off-centre location and the unfashionable 1960s architecture. Despite a very different historical and cultural context, both buildings suffer equally from a negative image related to their former use and present physical condition. During the urban Catalyst research several tools were developed and tested that helped to promoted and realise temporary use in both buildings. These tools could be regarded as prototypes, ready to be used and adapted to different contexts.
In Berlin, studio urban catalyst as a local research team became a temporary use agent by gathering existing but fragmented ideas and initiatives for the temporary use of the former parliament building. Through the co-ordination of studio uc, **the informal group developed into a formalised, non-profit organisation** and partner in negotiations with the Federal Government of Germany over a jointly developed temporary use concept. This concept is based on a **feasibility study** prepared by studio urban catalyst which answers essential questions on security and fire safety requirements and included an inventory of necessary measures (and costing) necessary for the installation of a basic infrastructure for temporary use. The last

component of the feasibility study is a **curatorial concept** for a 'temporary use laboratory', which will transform Germany's most central and controversial structures. The concept was communicated to a wider public in a **participatory exhibition** in November 2003. In summer 2003 the first events (guided tours, musical performances) begun, kickstarting a process of healing and cultural re-appropriation and giving new impetus to a debate on the long-term use of the site, once the structure will be demolished.

In Vienna, the local research team developed specific tools that can help to promote an understanding of the potential of temporary uses in the local context. **CityCat** takes the form of a symposium, a series of open debates >tempo..rar ?< on the subject of the temporary in the city, which will be held in various vacant premises in the city. The event series will describe a "walk" through the city, discussing existing and potential impact of temporary activities on urban life and focussing on the connections, which exist between the programming of uses, architecture and urban planning. Local actors and stakeholders such as temporary users, property owners, theoreticians, urban planners, mediators, area managers, etc. will be invited to attend lectures and participate in the discussion. CityCat is an active collector, sounding out ideas, inspirations, concepts, stimulation, needs, experiences. As a result of the symposium specific recommendations for the short and long-term use of the specific site and its surroundings will be documented and presented to the respective site owners and municipal authorities.

context 2: post-industrial area awaiting future development
(Tools: stakeholder management, Competition, breeding fund, temporary management plan, agency for temporary use)
Amsterdam has embarked on the development of the vast, desolated terrains of the former shipyards on the northern banks of the IJ river - a complex and turbulent process with an open outcome. For decades the area was considered as an urban dump that could absorb unwanted programmes while the city centre developed a cultural and social profile. During the 1990s, this condition radically changed. The liberalisation of the economy led to a swift commercialisation and gentrification of the city centre threatening to suffocate its creative resources and resulting in a much discussed urban boredom. This development has opened up a new perspective for

Amsterdam North, which can absorb the exodus forming a safe shore, where ideas, projects and programs that are too 'fragile' or too 'young' for the commercial competition of the central city will get grounding, time and space to develop. A particular value of temporary use in the process of urban restructuring is that it pioneers the city development and points to alternative possibilities for the future. The municipality of Amsterdam North has understood this opportunity and has started to develop unique tools, which helped to attract urban activities into derelict harbour areas bringing thus (cultural, economic and social) vitality, adaptability and heterogeneity. In a **public competition**, cultural entrepreneurs where invited to take over an abandoned wharf and establish a nucleus for new development. The experimental art collective Kinetic North was selected on the grounds of a convincing use concept and begun to 'colonize' a 20.000m2 structure and its adjacent grounds. This initiative is supported by a municipal **breeding fund**, which allocated funds for the renovation of key element of the structure. While the success of Kinetic North continues to propel many new cultural initiatives into the area, a recently started **innovative planning process** offered the opportunity for a more structured and considered thinking about the further integration of temporary use programmes as pioneers of the planned urban transformation of the harbour area. The local UC team has focussed on the development of a **temporary management plan** employing temporary use scenarios for the future of the vast dockland area, which will accompany the urban master plan and involves the formation of an **agency for temporary use**. Both are unique and unprecedented planning tools designed to coordinate the 'puzzle' of numerous initiatives and spatial possibilities in the area, over time. The agency for temporary uses will function as a receptor of initiatives and will have an active role in initiating specific temporary use projects.

context 3: area with existing temporary uses
(Tools: conflict management, liability assurances, strategic development plan)
The "Spreeraum Ost" area, a large derelict site in East Berlin where unrealistic expectations of growth expressed in rigid master plans fail to materialise in the bleak economic situation provided the first focus for the research. However, the current time gap is exploited by a thriving and lively scene of temporary use programmes (subculture, clubs, small start-up companies, etc.), which have begun to influence a shift in the public image of the site and attracted new businesses. The former Railway

Repair Yard (RAW) is a prototypical example of a site that had fallen out of use and remained vacant for several years, while the owner of the site was strictly against any temporary use activity. After the initiative of several temporary users, the municipality agreed to step in to take on **liability assurances** in a temporary use contract with the owner, while subletting the site to various user groups. This mediating role proved essential to build trust between the parties and provide **conflict management** in moments of disagreements. On the basis of careful analysis of the existing temporary use clusters and stakeholder networks, studio urban catalyst as a local research team prepared a **strategic development plan** for the former railway repair complex RAW (in collaboration with Kees Christiaanse/ astoc), which was awarded the first prize in an urban planning competition. The scheme is proposing an inventory of soft and hard tools, which could help to attract existing and new temporary uses in order to facilitate urban long-term urban development and therefore building upon the positive experiences gained on site.

context 4: city in decline
(Tool: round table for temporary use [Zwischennutzungsfond])
The recent political re-unification of the city was accompanied by radical economic changes, the end of subsidisation in East and West and, a delayed collapse of industries leading to economic freefall and high unemployment. Berlin's urban fabric today still bears the signs of this collapse with its fragmented and open nature. Dense urban areas are situated between vast open spaces and wastelands. The expectation of massive economic and demographic growth that would follow the re-installation of the German Federal Government in the city fuelled an intense, developer driven urbanism, which the city tried to control by rigid planning rules based on the c19 high-density urban typologies. In 2003, it becomes clear, that the expected growth has failed to materialised. Vast remaining inner city wastelands and buildings and high vacancy rates of new developments led to a collapse of the real estate market. Today, developers prefer to "wait for better times" while Berlin's virtually collapsed economy adds further strain on municipal budgets whose action has been tide by strict fiscal restrictions. This crisis, could be considered as a chance for a radical revision of current planning and development processes. Throughout the 1990s, uncertainty and openness helped to generate a unique culture of informal and temporary uses that occurred mostly outside prescribed planning processes.

Together with the Senate of Berlin studio urban catalyst has developed the concept of the **Zwischennutzungsfond (round table for temporary use),** which will bring together the municipal government, large property owners, investors and temporary users in regular meetings in order to discuss possibilities of temporary use as a generator for urban development. The discussions will help to promote an understanding of the advantages and potentials of a **strategic planning process**.

6   Recommendation for implementation

Recommendations for

(a) municipalities:

- make there own real estate available for temporary use
- stand security for temporary users toward owners
- provide benefits for owners who support temporary users (e.g. planning gain)
- integrate the different sectors of administration to an one-stop-office dealing with all aspects of temporary use (permissions, initiation, etc.)
- founding of a round table with all relevant stake holders, a new alliance for urban development in European cities

(b) owners:

- realistic evaluation of there real estate and its marketability
- taking in to account non-monetary values in relationship to temporary use
- courage for new solutions and innovative ways of marketing and development
- taking responsibility for the development of neighbourhoods beyond the own property, foundation of a pool for free available spaces
- generating of new uses to create new demands for real estate

(c) temporary users:

- forming of collisions, which ensure the liability for potential partners
- communication of developed know-how to others

(d) legislator:

- new planning laws should accelerate development permits, enable temporary use and allow for reduce standards for temporary use
- developing a low of property, which reduces the rights and duties connected to property: Real estate, which is vacant for more than a year, should be available for the general public. In the same time the liability of the owner should be reduced to ease temporary use.

As the research project Urban Catalyst has shown, these practices already exist in niches and individual fragmented cases. But they are based on personal engagement and are rarely supported by institutions or other stakeholders. A combination of energies, the exchange of experience and a change of attitude and mentality of all stakeholders is necessary to unfold the potential of temporary uses.

7   Main results

Tools and Strategies

Urban Catalyst set out to demonstrate how temporary use is an important urban resource, which can play a strategic alternative in capital-oriented urban development concepts offering new models for action where traditional urban planning tools are inadequate. Case studies have demonstrated how in a context of economic stagnation, the temporary use of abandoned sites, based on low cost appropriation, non-monetary exchange, and programmatic experiment can generate new activities. How can planners therefore learn from these processes, which are essentially ad hoc? Can the inherently dynamic transformation that characterises temporary uses be initiated or cultivated in order to attract action to vacant sites or, open new spaces for experiment or gentrification? The Urban Catalyst research partners have compiled an unprecedented archive of best practice projects and existing tools, which give valuable insights into stakeholder networks and offer new answers to the above questions. Most significantly the research shows how unconventional alliances between stakeholders can take place, and lead to mutual benefit. By providing profit-free space for temporary users, property owners can raise the profile of the property. Throughout the research process this information and resource pool has been communicated to local stakeholders at workshops and conferences and is now accessible www.templace.com an interactive website, which aims to become the key internet based platform for issues of temporary use for all stakeholders involved, offering background information, practical advice and specific services.

Interventions

Urban Catalyst has initiated and realised new projects and interventions with temporary users, site owners or developers, as well as effectively influenced already existing processes. In the derelict harbour area of Amsterdam Noord, the already existing positive experiences of temporary use helped to persuade a revision of the regional planning strategy. In Berlin, several projects were developed in partnership with the German Railways in order to inject new life into derelict open spaces and buildings through the initiation of temporary use programmes. In Naples, the development of strategic scenario planning and infrastructural tools helped to stimulate a more effective use of local resources. The programme ›Einfach-

Mehrfach‹ initiated by the Vienna municipality shows that the temporary opening of building sites, school yards or buildings for intermediate uses can foster a more inclusive urban environment. In partnership with potential users, the Berlin team developed a proposal for a temporary use of the ›Palace of the Republic‹, the abandoned East German parliament building in the centre of Berlin. If the project will be realised temporary use could fulfil a symbolic role in helping to trigger a process of cultural re-appropriation of Germany's most controversial building.

General conclusions

The research Project Urban Catalyst investigated the potential of temporary uses for long-term urban development. This agenda was based on two main hypothesis:

(A) spontaneous temporary uses can develop positive long-term effects

(B) the unplanned phenomena of temporary uses can be successfully incorporated into planning and management of cities

The results of the two-year research project confirmed the two main hypothesis:

(A) long-term effects

There are several long-term effects of temporary use:

- Some spontaneous temporary uses consolidate and transform into permanent uses. Many self-organized cultural and social institutions in the investigated cities have such a background.

- Even so the temporary use at a given site disappears again – mostly because the site-owner is exploring his real estate in a classical way, it is quite often re-established at a different site. The change of location mostly transforms the activity, and might lead to splits. But transformations have mostly a positive effect, updating and refreshing the character of the activity.

- For the location itself a former temporary use has often an ongoing effect. First temporary uses often makes former rather unknown-sites publicly known, which is sometimes strategically used by site-owners. They also can substantially contribute in the symbolic and programmatic redefinition of sites, mostly from former industrial or infrastructural use to post-industrial types of programs (culture, services, leisure).

- Spaces that have dropped out of the cycle of the market economy often suffer from a negative image. Through temporary use such spaces are often made

accessible again for the first time. If successful (e.g. clubs), abandoned sites are 're-discovered' and made known to a wider public and, thus, generate the necessary preconditions for a commercial re-development. In a temporary use context, unconventional activities and new use concepts are being tested that can develop into commercially viable and lasting programs and specific use profiles of the site.

- Beyond their own duration, temporary uses can have a strong impact on the cultural and social capital of cities. Due to there innovative characters, they very often establish new cultural and social practices and lifestyles, which are absorbed into everyday-life as well as into parts of popular or high culture

- Temporary activities are an incubator for the development of new types of professionals. The people involved in temporary use projects gain new professional experience. Formerly unknown, but needed professions (and professionals) emerge and become formalised.

(B) Planning the Unplanned?

Despite the obvious fundamental contradiction between planned and unplanned the research project developed a catalogue of strategies how to learn from the unplanned and how to incorporate unplanned phenomena into planning.

The Urban Catalyst research team based its work on the assumption, that the informal and the formal are not contradictions. This approach is informed by most recent socio-economical research, such as Saskia Sassen's studies on global economies and world cities: informal and formal economies not only coexist, but depend on each other. While innovation comes more form informal contexts, formal contexts ensure normally long lasting, sustainable effects. In the context of the research of Urban Catalyst it becomes crucial to integrate the informal and the formal more effectively. This means one the one hand to formalize the informal: to analyze and understand the unplanned patterns behind self-organized activities, deduct prototypes, models and tools from these investigation, formalize them and make them available to all stakeholders. One the other hand, formal procedures of planning, administration, management etc. have to be critically examined and ways and strategies to be found, how existing practices can be de-formalized, de-institutionalized, adapted and changed.

2 Main literature produced

Throughout the course of the project nearly all partners published numerous articles in academic and non-academic magazines and newspapers and generated a list of publications which includes

HUT _ Christer Bengs, Helka-Liisa Hentilä

- Lehtovuori, Panu; Hentilä, Helka-Liisa & Bengs, Christer (2003). *Tilapäiset käytöt. kaupunkisuunnittelun unohdettu voimavara / Temporary uses. The Forgotten Resource of Urban Planning*. *Urban Catalysts.* Helsinki University of Technology, Centre for Urban and Regional Studies, Series C, ArtPrint 2003
- Hentilä, Helka-Liisa; Bengs, Christer & Nagy, Daniel (2002). *Urban Catalysts. Strategies for Temporary Uses – Potential for Development of Urban Residual Areas in European Metropolises. Analysis Report*. Helsinki University of Technology, Centre for Urban and Regional Studies, Series C, www-publications: http://www.hut.fi/Yksikot/YTK/julkaisu/ejulk.html
- Hentilä, Helka-Liisa (2002), "Kaupunkialueiden tilapäinen käyttö", Rakennettu ympäristö, 3/2002 (27.9.2002)
- Hentilä, Helka-Liisa (2002), "Urban Catalysts", *The EURA Newsletter*, 1/2002
- Hentilä, Helka-Liisa. Information packages of UC project & temporary uses in general for current & potential stakeholders, October 2002
  Planned publications:
- Strategy paper (by Helka-Liisa Hentilä & Timo Lindborg) of linking temporary uses with new businesses development. The aim to publish the writing in a newspaper and to spread it around potential stakeholders.
- Preparation of a research paper "Central Micro-Peripheries: Temporary Uses of Central Residual Spaces as Urban Development Catalysts" (by Helka-Liisa Hentilä & Timo Lindborg) to be presented in ERSA (European Regional Science Association) seminar in Jyväskylä, 27-30 August, 2003
- Article linked with UC by Helka-Liisa Hentilä in an anti-sprawl book with working title "Suomi paremmaksi", publisher SAFA & The Finnish Building Information Centre, abstract June 2003

Nex _ Nexus Institute for Cooperation Management and Interdisciplinary Research (Dr. Hans-Liudger Dienel & Malte Schophaus)

- Schophaus, M., Kruse, S. (2003). Permanente Temporarität – Brachflächennutzung als Potential für den öffentlichen StadtRaum. *Umweltpsychologie, 1/2003*.

- Schophaus, M., Kruse, S. (2002). Urban Catalyst – Temporäre Brachflächen als Potenzial der nachhaltigen Stadtentwicklung. ipublic, 4/02, S. 50-54.

- Schophaus, M., Dienel, H.-L. (2002). Bürgerausstellung – ein neues Beteiligungsverfahren für die Stadtplanung. *Forschungsjournal Neue Soziale Bewegungen, Jg. 15, Heft 2, S. 90-96*.

- Crawford, B.D., Schophaus, M. (2002). Is it still possible for art to talk? Some thoughts on local and social functions of art. *Organdi Quarterly 4/2002.*

SAN _ Stadsdeel Amsterdam Noord/ stealth group
Rob Vooren, Con Vleugel, Marc Nelen, Milicia Topalovic, Ana Dzokic

- Roy van Dalm, an interview with Con Vuegel entitled 'Europese steden werken samen bij ontwikkeling braakliggende terreinen', magazine 'Europa van Morgen', nummer 4; 20th March 2002

- Leeuwen, Nicole. "New approaches in urban development. Case studies in Helsinki, Manchester & Amsterdam Noord." Thesis MA European Urban Cultures (POLIS). Vrije Universiteit Brussels, Belgium; KUB Tilburg, The Netherlands; Manchester Metropolitan University, United Kingdom; Helsinki University of Art & Design, Finland, September 2002

- Eickmeier, Christina. "The influence of Subculture on Urban Development". Thesis MA Academy of Architecture in Amsterdam; to be completed in June 2003

GT _ Marcella Gallotta – Stefan Tischer

- Winter 2003/4: Presse de l'Universite de Montreal
  Research Reports – Summary-Publication of the UC-Project

- Fall 2003: Publication in TOPOS – European Landscape Magazin

- May 2002: L'area progetto Seminario di progettazione urbana
  Dipartimento di progettazione urbana della facoltà di Architettura dell'Università Federico II di Napoli

- January 2003: UNESCO – UNITWIN Internal programmatic meeting

Summary presentation of the project for future activities in Morocco and Libanon

- April 2003, CPEUM (Universite de Montreal)
  Research Seminar – Presentation of the methodology of the UC-Project

FHP _ Florian Haydn

- Haydn, Florian, >city cat< , in hintergrund 17 architekturzentrum wien (azw), p49 (January 03)
- Haydn, Florian, folder_temporar (http://www.hausfressen.at/temporar) planned publications:
- Haydn, Florian manual tempo..rar (autumn 2003)

NY _ Annemieke Roobeek, Erik Mandersloot, Damien van der Bijl

Publications

- Roobeek, A.J.M., Mandersloot, H.U. and van der Bijl, D.R.A., Noord Lonkt! A description of the interactive urban development process in the Amsterdam case study, Breukelen, Universiteit Nyenrode, april 2002.
- D.R.A. van der Bijl, Leren gaat met vallen en opstaan, Over interactieve beleidsvorming en de ontwikkeling van het participatiebeleid in Amsterdam Oud-West, Amsterdam, November 2002

TUB _ Kees Christiaanse, Philipp Oswalt, Philipp Misselwitz, Klaus Overmeyer

- Oswalt, Philipp (2002):"Urbane Katalysatoren" in Hintergrund 17/1, AZW wien
- Oswalt, Philipp (2002):"Urbane Katalysatoren" in Werk Bauen Wohnen 6/02, Switzerland
- Oswalt, Philipp (2002): „Jenseits des Plans. Zwischennutzungen als Stratgie einer neuen Stadtaneignung," Polis 2-3/2002, S. 25 – 31, Philipp Oswalt in conversation with Oliver Bormkann und Christoph Heinemann
- Overmeyer, Klaus/ Misselwitz, Philipp/ Oswalt, Philipp (2003): „City Incubator",in Berliner 2/ 03, Berlin
- Overmeyer, Klaus (2003): „Urbane Sukzession" in anthos 6/03, Zürich
- Overmeyer, Klaus (2003): „Urbane Catalyst – Forschen und suchen" in zone7, 7/03, Berlin