Alternatives to Permanence: Reflections on Temporary Use in Planning

by

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Submitted to the Department of Urban Studies and Planning
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ABSTRACT

As cities shift from centers of production to centers of consumption all over the world, the profile of temporary initiatives will continue to grow. Temporary uses not only have a rising profile in the context of economic revitalization and commercial/cultural placemaking; they have also been recognized by municipal governments, private design firms, and community organizers as a means of engaging and involving citizens in the planning process.

Temporary use for the most part doesn't generate non-permanent outcomes. However, an alternative pathway to permanence through temporary use planning may be used to build consensus and solicit the unexpected. This approach addresses a range of urban planning and development goals from raising real estate value and stimulating development, to promoting diversity and affordability, creating economic opportunity and prosperity, fostering communities of creative entrepreneurs, and evolving more sustainable urban forms.

This thesis examines why and how temporary use may be implemented as a more common practice among urban planners and designers. Part I is a review of existing theories and typologies of temporary use. Part II is a case study analysis of former and current temporary use projects initiated by private and public actors. Part III proposes a toolkit and process for city planning through temporary use. The temporary planning toolkit is a set of planning tools which can be combined, adapted, and re-ordered as an alternative to more traditional methods of urban planning. Part IV–a conceptual proposal for Sidewalk Labs and the Quayside waterfront redevelopment in Toronto–demonstrates how temporary planning tools and processes can be deployed in an actual setting, and reflects on the facilitating role of technology in futuristic public engagement.

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Title: Lecturer of Urban Design and Planning

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Introduction

As cities shift from centers of production to centers of consumption all over the world, the profile of temporary initiatives (legal or illicit) will continue to grow. Uncertainty about the future, persistent urban vacancy, changes in the spatialization of workspace and labor markets and an increasing culture of participation and activism are all factors that contribute to the rise of 'temporary urbanism.' This phenomenon has been heralded by some as not merely a way to render vacant land more commercially viable, but also mode of city-making in itself; "a manifestation of a more dynamic, flexible and adaptive urbanism, where the city is becoming more responsive to new needs, demands, and preferences of its users" (Bishop & Williams, 2012). Temporary initiatives not only have a rising profile in the context of economic revitalization and commercial/cultural placemaking; they have also been recognized by municipal governments, private design firms, and community organizers as a means of engaging and involving citizens in planning the public realm, making strides towards the creation of public places that are more "heterogeneous, plural, and playful...where people witness and appreciate diverse cultural expressions that they do not share and do not fully understand" (Young, 1990).

Despite signs that temporary use is becoming more a prevalent and accepted tactic in many cities, temporary use has yet to become widely practiced as a mode of urban planning. This is perhaps because discourse on temporary use has thus far taken the form of theory, typological analysis, and site-specific recommendations. If deliberately temporary uses are occurring, have, occurred, and will continue to occur in a diversity of urban settings, what is now needed is a better understanding of how temporary use informs a conscious, alternative approach to urban planning and design, and an assessment of how temporary use may be implemented as a more common practice among urban planners and designers.

Scope and limitations

This thesis seeks to address the following research questions:

- What, if anything, has temporary use been able to accomplish in urban planning that permanence has not?
- Do these outcomes merit the application of temporary use as a more common urban planning practice?
- If so, how can this be achieved?

Within the scope of this thesis, "temporary"

uses are understood in accordance with Urban Catalyst's definition as those uses which from their beginning are anticipated by their initiators to last for a limited duration or frequency. Temporary use projects are instances of temporary use which primarily address the public realm and operate at the urban scale in their programmatic goals, physical footprint, or both. Defined as such, this thesis hypothesizes that temporary use can inform a planning process that provides meaningful user participation, incubation of new real estate concepts, and interim use strategies–often beyond what traditional planning can. It therefore merits broader application in contemporary planning practice, not as a challenge to lasting urban forms or a replacement for long-term, strategic planning but as a potential alternative driver of desirable and permanent outcomes.

Temporary use projects which from the outset display, through lack of intent or illegality, a lesser degree of agency in their duration (ie 'guerilla urbanism' or 'squatting') will be considered out of the scope of inquiry. Though they can make impactful and insightful contributions to urban planning discourse, these projects are less legible when it comes to evaluating their strategic use of a temporary timeframe and its applicability to municipal city planning. Lack of agency over temporality in the developing (as opposed to the developed) world also severely limits the relevance of temporary use planning concepts drawn from one context to the design of interventions destined for the other. For much of the world's urban population, ephemerality is an imposed condition, not a choice. For this reason, temporary use projects in the developing world are not considered here.

Also outside the scope of inquiry are design guidelines for aesthetics, materials, or construction of temporary places and objects. The timeframe of this research and the dynamic, time-based, and reactive nature of temporary use planning preclude experimenting with its implementation through a design proposal and study which are carried out in real time (though a conceptual proposal for a temporary use planning process is included in Part IV.) Therefore, the methodology of this research was to perform an extended case study analysis. While the volume of case studies examined allowed for a quantitative comparison of the projects to extract correlations, these correlations are not conclusive and merely serve to contextualize a speculative narrative about the nature of temporary uses.

The product of this research is a four-part reflection which begins with the question of what temporary use is and ends with a proposal for how it might inform urban planning in a specific context. Part

I is a review of existing theories and typologies of temporary use. Part II is a case study analysis of former and current temporary use projects initiated by private and public actors, examining relevant methodologies and metrics which were used. Part II moves from the question of what temporary use is, to how it can be consciously and consistently applied. Part III proposes a toolkit for urban planning through temporary use, and makes initial suggestions about how to deploy its tools through a process grounded in local and temporal context. Part IV demonstrates an example of how this process could potentially unfold through an abbreviated conceptual proposal for Toronto's Waterfront, with reflections on the facilitating role of technology.

I: What's the use of tempoarary use?

Part I is a review of literature, precedents, and theories that have formed the background of my investigation into temporary uses. While previous authors have provided several typologies, frameworks for understanding, and even general strategies for the implementation of temporary use in cities, none of these authors has moved beyond theory and case study to the proposal of a specific process and tools for cities to implement. Exploring the cases and rationales which informed these authors, begins to formulate an understanding of what is missing and where there is room for opportunity to make a contribution to the field with a proposal on planning through temporary use.

Theory

Florian Haydn and Robert Temel develop a comprehensive method for applying Henri Lefebvre's philosophy of the construction of urban space–a fundamental philosophy on how particular uses for space are determined–to the phenomenon of modern temporary uses (Haydn & Temel, 2006). Lefebvre characterizes space as both a product of and a medium for social interaction, with time as the regulatory unit of measurement and analysis. There is, according to Lefebvre, a difference between the "perceived" and "imagined" space: the former is shaped by collective constructions of reality that are then spatialized (ie. workspace, leisure space etc.) and the latter is shaped by knowledge and representation (for example by urban planners and architects) and is primarily concerned with adhering to the production, exploitation, and market requirements of a capitalist society (Lefebvre, 1992a). Based on Lefebvre's foundational concepts of urban space, Haydn and Temel suggest an understanding of temporary use with respect to planning. They see 'temporary' as a condition of urban space that exists between what is ephemeral (ie, short-lived with limited lasting impact) and the provisional (ie a substitute for the "real," intended use of space.) Haydn and Temel then recommend that temporary use be employed as an instrument to dissolve or transform social spaces traditionally shaped by the economically-motivated and functional attitudes to which Lefebvre refers. The goal of temporary urban places, according to Haydn and Temel, is not merely a way to maximize the productivity of a space but rather to provide alternatives to its

socially-prescribed use. These alternatives are accessed by means of wider citizen participation: either in parallel or direct opposition to top-down master plans; and benefit from a greater freedom to experiment, iterate, and transform the homogeneity of form and usage that results from more rigid and permanent prescribed timescales (Haydn & Temel, 2006). In other words, temporary use can be both a means and a byproduct of escaping expectations of urban space: when provided with places which are not governed and constrained by capital productivity, we as users can come to a new understanding about what that urban space is meant to provide. We can then project this new understanding in a physical way, shaping space as a means of expressing and realizing our expectations of it.

Haydn and Temel's proposal for how to subvert the prescribed socialized uses of this space (as identified by Lefebvre) through temporary urbanism works well as a foundational understanding which is furthered by Karen Francks discussion of "loose space" as a combination of location, physical features, site-specific stimulations, fleeting occurrences, and human perception. Loose spaces, according to Franck are the settings for these user-generated spatial understandings to occur as the result of social interactions: "Loose space is, by definition, space that has been appropriated by citizens to pursue activities not set by a predetermined program. Appropriation is therefore a defining feature of all loose space" (Franck & Stevens, 2006).

Appropriation is inherently tied to the concept of temporary use, because, according to Franck, the activities occurring in loose space are carried out according to a social, as opposed to sanctioned (market-driven) agenda, and do so without assured continuity (Franck & Stevens, 2006). Appropriation and temporary uses are further linked through Kevin Lynch's concept of "open space" which has no necessary relation to ownership, size, type of use, or landscape character as well as Margaret Crawford's theory of "Everyday Urbanism," which moves from a more removed, theoretical understanding of the appropriation, construction, and subversion of urban space to a more practical/ political framework for planning at the local level (Chase, Crawford, & John, 2008; Lynch, 1960). Like the previous authors, Crawford's theories originate from an understanding of Lefebvre's "right to the city," which encompasses the "right to freedom, to individualization, to habitat and to inhabit" as well as rights to participation and appropriation (Lefebvre, 1968). However, a key conflict exists between Franck, Haydn and Temel–who see urban space as being primarily defined by its adherence to or resistance against societal and market norms–

and Crawford–who defines the use of urban space through specific, as opposed to general, context. "Everyday urban space," as described by Crawford includes vacant lots, sidewalks, front yards, parks and parking lots that have been appropriated for new and often temporary uses, that possess "multiple and shifting meanings rather than clarity of function." Whereas Haydn and Temel's reading of Lefebvre offers up temporary use as a possible escape from the system of Lefebvre's socially-determined spaces, Crawford's focuses more on Lefebvre's definition of space as a repository of meanings and temporary intervention as way of enhancing and improving the specific conditions that occur within urban spaces to the benefit of their users. She describes the application of small-scale interventions and initiatives to address community needs, and examines temporary events such as parades, festivals, and demonstrations as means of intervening in the public realm.

Rahul Mehrotra's notion of "ephemeral urbanism" somewhat bridges this divide, using the term 'ephemeral' as opposed to 'temporary' to connote an entirely new type of urbanism, one he sees as neither fixed nor fleeting but rather "kinetic": a product of not just space and users, but also of flows in timescale, materiality and cultural meaning. Such cultural meaning is unstable, and while some urban conditions may be fleeting and others more enduring–nothing lasts overall. Whereas the previous authors have advanced an understanding of 'temporary' in an urban context as the appropriation and activation of space through use, Mehrotra includes the very substance and sensorial nature of cities in this equation and challenges a contemporary idea of sustainability with regard to urban forms. The urban form, according to Mehrotra, is constantly being redefined in how it is used and also how it is made. By highlighting the high turnover of materials and uses as well as the necessity for collaboration between multiple actors in the ephemeral city, Mehrotra claims that the role of "architecture and its agency is about the transitory rather than the transformative or absolute" (Mehrotra, Vera, & Mayoral, 2017).

Mehrotra's "ephemeral urbanism" concept returns to the recurring theme of imagining/defining and appropriating/creating space simultaneously as part of a complex process that is never fully complete. Any form or physical intervention which is specifically built to support a certain use is inherently temporary. Here, an opportunity for alternative practice begins to emerge, and "the influence of people in shaping spaces in urban society...opens a potential space for questioning the idea of permanence as a univocal solution to various urban conditions."

Circumstances

But what, precisely are these "various urban conditions" to which impermanence emerged as a more adequate response? Peter Bishop and Lesley Williams take almost the opposite approach to Mehrotra in their research of temporary use and are less theoretical and more practical in their findings. Beginning with the specific economic, social and cultural contexts, they provide a comprehensive catalog of the existing urban circumstances favorable to temporary use and its impacts. The temporary use-favorable conditions Bishop and Williams recognize include: political & economic uncertainty, vacancy (ie having a plethora of underused spaces), the revolution in workspace needs (ie the rise of place-agnostic and at-home work), increased intensity in the use of urban space (ie multi-use of space), counterculture and activism (ie inadequate supply of activities by the private real estate market), new technologies (ie use of smartphones, internet GPS etc), and creative milieus, such as Richard Florida's "creative class" as most susceptible to using and occupying marginal urban spaces (Bishop & Williams, 2012; Florida & Boyett, 2014). Mehrotra also provides a reading of the circumstances supporting temporary use on a more global scale, citing "ever-increasing flows of human movement as well as an accelerated frequency of natural disasters and iterative economic crises" (Mehrotra et al., 2017)

Typologies

Many authors, including those mentioned above have extensively documented the case studies of temporary use which informed their thinking. When it comes to reading specific temporary urban spaces each author takes his or her own approach, focusing on different elements to draw conclusions about temporary use's potential. Bishop and Williams, having previously and comprehensively cataloged the circumstances giving rise to temporary use, group their chosen case studies into types across physical scales and locations roughly based on their relationship to traditional land uses (housing, retail, entertainment, etc) and as a further reflection of the shifting social and market forces that have led to a need for alternatives(Bishop & Williams, 2012). Crawford's taxonomy is, fittingly, geographical, placing emphasis on the local context of the interventions she discusses; Haydn and Temel resist categorization in their examination of nearly 30 years of temporary projects from a mostly European and American context, instead allowing the individual details of each case such as legal status, initiators, and the role of the city to suggest the ways in which the projects differ (Chase et al., 2008; Haydn & Temel, 2006).

Ephemeral Urbanism

Mehrotra's taxonomy of "ephemeral urbanism" explores what is possible when temporary use is practiced in the extreme. His taxonomy is focused on the "time sequence of deployment processes, supportive institutional structures, and morphological geometries" of ephemeral landscapes, which fall into the categories of Religious, Celebratory, Transactional, Extractional, Military, Refuge, and Natural Disaster. However, not all of Mehrotra's categories seem relevant to the development of an urban planning approach that can be scaled and consciously practiced. Some, like "Refuge" arise from necessity while others, like "Military" and "Extraction" are outgrowths of human activities with highly specific physical requirements and restraints. Two of Mehrotra's categories ("Celebratory" and "Transactional") refer to the capacity for temporary projects to resist planning traditional outcomes, indicating what an alternative planning practice around temporary use may resemble, and what it may have the potential to offer. Celebratory types, according to Mehrotra, arise to support "less-regulated social interactions" and Transactional types are "for exchange and resistance to globalizing anxiety of international trade" (Mehrotra et al., 2017).

Ultimately, Bishop and Williams, Mehrotra, and Crawford's typologies are more focused on "why" temporary use occurs, as opposed to "how" the anecdotal examples they mention might be replicated or scaled as approaches to the planning. Philipp Oswalt, Klaus Overmeyer, Philipp Misselwitz–who together form the research group Urban Catalyst–directly address the question of "how" through their typology of "Patterns of the Unplanned," which provides a foundational framework for understanding not merely the theory, but also the practice of temporary use (Oswalt, 2013). Subsequent authors progressively unpack this framework, focusing on various specific aspects of the practice of temporary use to form their own typologies. Collectively these typologies create a comprehensive landscape of the types of initiators, goals, locations, limitations, and- most notably-benefits; associated with temporary use. In slightly different ways, each typological study establishes its author's unique assessment of what "temporary use" means and the potential it holds, building a collective argument in its favor as a planning tool. Together, the work of these authors makes a compelling case for the capacity of temporary urban spaces to provide alternatives to conventional modes of city-making, particularly in the process of their design.

Patterns of the Unplanned

Urban Catalyst's authors consider a use

"temporary" if its initiators anticipate its duration and/or frequency to be limited. Within this limited timeframe, the authors are optimistic about the potentials of temporary uses which include stimulating future development of a site, influencing programming through the incubation and prototyping of new use concepts, and the forging of new social ties. Temporary uses, they state, "Open up new perspectives for participatory models," and "provide new opportunities for citizens to have a greater influence on how and by whom the city is used." Working towards these goals, they report, temporary uses have also "provided opportunities for new, unplanned activities, transforming banal and everyday spaces into breeding grounds for new forms of art, music, and pop culture as well as for economic development, technological interventions and startups." The Urban Catalyst typology of "Patterns of the Unplanned" establishes nine types of temporary activities based on timescale and goal type (Stand-In, Free-Flow, Impulse, Consolidation, Coexistence, Parasite, Pioneer, Subversion, Displacement.) The authors then propose six "Strategies for Action" in response to temporary use. Some of these strategies contain tips and tricks for individual people or community groups (Initiate, Claim), while others present tips for public authorities (Formalize, Coach) or institutions and landowners (Enable, Exploit) (Oswalt, 2013).

Location + Public Authority Approach

Panu Lehtovuori and Sampo Ruoppila typologize the location types of temporary use projects as well as the different approaches taken by the public authorities to incorporate such projects into urban development. They begin by establishing the difference between temporary activities which are transient (ie taking place only once, and for a limited time,) recurrent (ie repeating at regular intervals) or migrant (ie moving from place to place as development proceeds.) These temporal categories most closely correspond to the Urban Catalyst categories of 'Stand-in', 'Co-existence,' and 'Free-Flow'. However, timeframe alone does not form the basis of Lehtovuori and Ruopplia's analysis, due to their view that "temporary uses are specific and place-based" and therefore better categorized by the nature of the spaces where they occur. Lehtovuori and Ruopplia see a distinction between temporary urban places which are central or marginal (ie "under-used,") and observe a third category of space which they refer to as "losing significance." The three observed location types (Urban Central, Currently Under-Used, and Areas Losing Significance) are associated with distinct and observable development perspectives and goals (Intensification, Introduction, and Redefinition/ Diversification, respectively.) These goals and local

development perspectives then inform Lehtovuori and Ruopplia's second typology, this one of Public Authority Approaches. Urban Catalyst's previously proposed "Strategies for Action" are consciously aimed at the siloed audiences of institutions/land owners, individuals and public authorities, and Lehtovuori and Ruopplia's typology expands upon the last category. They report four types of public authority approach to temporary use, ranging from highly strategic and well supported (Consistent) to idealistically aligned but financially unsupported (Centralized- Idealistic) to more tactical and local-specific (Project-based) or general but non-proactive (Best Practices.) Given that three out of four of these categories–and most of the cases in their analysis–address incomplete and/or reactive public authority approaches, Lehtovuori and Ruopplia have hinted at an observable lack of an articulated process for applying temporary use in urban planning. Urban Catalyst references this "unplanned" lack of centralized and strategic approach as well in its "Patterns of the Unplanned." However, unlike Urban Catalyst, Lehtovuori and Ruopplia do not necessarily see a benefit in public authorities having a steering role in development through temporary use. They instead prefer a policy of municipalities "actively letting it be." They advocate for the creation and support of conditions that lead to organic temporary use on inexpensive and unregulated land (recalling Franck's concept of loose spaces) which can be developed through a phased strategy with an "iterative rather than an end state approach" (Lehtovuori & Ruoppila, 2012).

Users

Building on Lehtovuori and Ruopplia's advanced understanding of the types of locations and public authority approaches associated with temporary use, Kaja Pogaçar helps to clarify the types and motivations of the users themselves (Pogačar, 2014). Pogaçar discusses temporary uses as "urban activators" which provide citizens with opportunities to play a more active role in planning, and advocates their use as tools for examining the relevance and merits of spatial interventions. Pogaçar provides a typology of the initiators of "urban activator" projects and argues that temporary use projects are a way for cities to move their public engagement processes further up Sherry R Arnstein's "Ladder of participation" (Arnstein, 1969). Public engagement in the planning process, he observes, too-frequently resides in formal stages, or "rungs," of involvement (informing, consultation, and placation) and Pogaçar sees temporary use as a means by which the actors may advance to the more active forms of participation, delegated power, and citizen control. This change in process creates a ripple effect in the roles and responsibilities of actors in the public realm. While architects and planners

ARNSTEIN'S "LADDER OF PARTICIPATION"

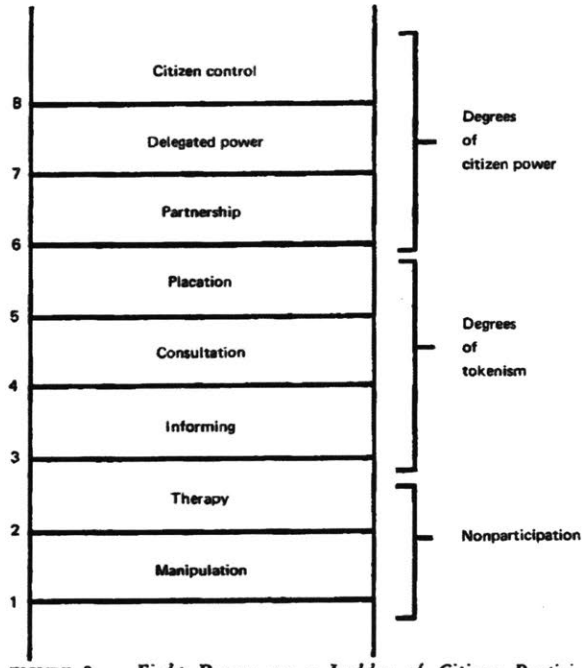


FIGURE 2 *Eight Rungs on a Ladder of Citizen Participation*

see a transition "from the established position of design-related authoritarian figures to the activators, mediators or operators of the process of spatial intervention," citizens are able to "transform themselves from passive observers into active co-creators" (Pogačar, 2014). The benefit of this shift, comments Pogaçar, is an urban planning approach which "attempts to activate and connect people, it embodies ecological principles, it promotes the hands-on approach to active involvement, it supports decision making by participants or users" and, most crucially, "focuses more on the process than the outcome and could be explained as a tool for rediscovering spatial and social potential" (Pogačar, 2014).

Benefits

Lehtovuori and Ruopplia's final typology is concerned with establishing a set of expectations for the types of benefits provided by temporary use (Lehtovuori & Ruoppila, 2012). These tangible private and public benefits of temporary use recall the original goal types established by Urban Catalyst for temporary use projects (Stimulate development, New Use Concepts, and Participation and Social Ties) (Oswalt, 2013). Private Benefits according to Lehtovuori and Ruoppila include developing the potential of a previously undervalued location, offsetting minor costs like maintenance and security, bridging the divide between developers and communities, and potential rental income from vacant properties. "Moreover," they state, "non-commercial use can attract commercial uses" creating a spillover effect in profitability that is recognized by the market and creates a positive effect on real estate values. Benefit measured through market gain and real estate value may be a point of divergence between Lehtovuori and Ruopplia and the previous authors- most of whom have focused on the potentials of temporary use to resist market-driven modes of urban development and "the radical shift of neoliberal planning policies has failed to offer inclusive models" (Harvey, 2007). Urban Catalyst in particular has focused on the importance of

non-monetary values which may be demonstrated and achieved through temporary use. Lehtovuori and Ruopplia do consider such non-monetary impacts of temporary use in their summary as well, citing as public benefits: placemaking, creating attractive, lucrative and active urban spaces, recognised by wider public and "affordable office or working space for new creative businesses and arts, which indirectly may support innovation activity" (Lehtovuori & Ruoppila, 2012). They also characterize planning through temporary use as the provision of a "concrete tool to nourish the bottom-up approaches in exploring potentials of spaces." This recognition of the observable benefit in providing a meaningful and collaborative public engagement process through temporary use is the single point on which the aforementioned authors' typological analyses converge, emphasizing that these projects present "higher social value due to the process of participation and connecting actors based on their own engagement" (Pogačar, 2014).

Limitations

In an investigation into the potential value of temporary use to planners, awareness of its limitations is equally valuable to knowledge of its benefits. As a practice temporary use is not without criticism. In addition to their typology of circumstances which foster temporary use, Bishop and Williams also catalog the most prevalent obstacles to temporary projects, citing fear of political consequences, lack of clarity over ownership and legal recourse, safety standards and negative cultural preconceptions about temporary users as some of the most common barriers (Bishop & Williams, 2012).

Jill Desimini is the only author to base her typology of temporary projects according to their limitations (Desimini, 2015). While Desimini's arguments are aimed at critiquing temporary projects which deal primarily with landscape, her typology of temporary limitations provides a vocabulary and framework for addressing the shortcomings of what temporary urbanism has been able to offer in a non-landscape context as well. In addition to being easily observable across the other authors' case studies, her critiques are also indicative of more deeply-seated concerns about temporary use and its applicability to urban planning and design.

The first type of temporary use limitation she observes is that of the "palliative crutch" or "the use of stop-gap, temporary, land stabilization techniques that can serve to deter future development." This limitation speaks to the threat (either real or perceived) that temporary users of interim projects may refuse to leave when they are asked to, which Bishop and Williams also observe and refer to as "fear of political consequences"

(Bishop & Williams, 2012). The sense that allowing temporary use to thrive will create friction with the local community when it is ultimately asked to leave is a valid one, supported in many of the cases described by Desimini and others. Such disagreements about the future of temporary uses result in a lose-lose for all parties: if the temporary use is permitted to stay, future developers become less willing to allow temporary projects. However in several instances the loss of the temporary use results in the loss of a valued community asset. Ideally, the tenure and terms of a temporary use are negotiated ahead of its installation, and there is precedent among other case studies for how this may be achieved. In the meantime, what Desimini doesn't acknowledge, is that such stop-gap interventions could just as easily be understood as having strategic potential to fill the gaps where spatial and financial resources have excluded certain uses or users from the planning process.

Where temporary use has been applied to help address large-scale planning issues, Desimini often observes a "proportional mismatch," wherein projects have an unperceivable impact on widespread and systemic conditions that they seek to address and "placeholders that limit the need for long-term re-visioning" (Desimini, 2015). This critique can also be applied more broadly to temporary use projects, particularly in their context as tools for public engagement. While many of the authors extol the potentials of temporary use as a means of engaging users beyond what the traditional planning process affords, there is also an implicit risk for the process to be manipulated by authorities or developers who use temporary use as a ruse. This head-fake approach may make participants feel as if they have influence in the planning process because they do–for a time. But this influence may eventually become circumscribed or ignored when decisions with lasting impact are made. Applied in this way, temporary use does not lead to a more participatory planning process, and amounts to "placation" in Arnstein's ladder of participation (Arnstein, 1969). Franck has also warned against "controlled and pre-programmed 'looseness" which suggests that users of a space are more in control than they truly are (a theme echoed by Crawford's discussion of the choreographed flânerie at shopping malls) and spaces which appear loose but are in fact carefully scripted simulacrums of spontaneity and diversity where meaningful appropriation is not actually possible (Chase et al., 2008; Franck & Stevens, 2006).

Desimini next critiques the "the relegation of particular types of use to non-permanent, non-regulated, non-supported status" making these temporary uses more "susceptible to replacement

and future elimination," a phenomenon she refers to as the "transitory problem" (Desimini, 2015). Here again Desimini strikes at potential abuses of temporary use, which could create a regulatory environment in which less prestigious or unprofitable program (ie public amenities, affordable housing, halfway houses, homeless shelters and other locally unwanted land uses) would be relegated to the most undesirable and unstable spatial and temporal niches or even viewed as unnecessary permanent investments. Temporary use is not applicable in every context, nor is it necessarily an alternative for permanent program which is thriving or socially necessary. Desimini specifies the distinction between areas which are unprogrammed and merely unwanted, maintaining that "public space should be unregulated and diverse, not just on a temporary basis in leftover spaces" (Desimini, 2015).

Finally, Desimini points out the limitation of "stunted growth," or the inability of landscapes to fully establish in the short time cycles associated with the temporary. This limitation could be applied to the inability of temporary use projects to sustain long-lasting social ties after they have concluded, leaving a hole in the communities they had managed to assemble. Yet oftentimes, the mere introduction of new users and new use profiles into a space tends to have lingering effects, whether on future built form or a lasting memory of place. Though some temporary projects, having been permitted to exist only a short while, are unable to flourish to the satisfaction of their initiators, "their influence continues to be felt even after the end of the temporary use" and "even if in most cases temporary uses only exist for a limited time, they have lasting and long-term effects on the development of locations, economic sectors, and cultural fields" (Oswalt, 2013).

Desimini's prescriptions for projects suffering from "stunted growth" include land leases and alternative property structures in order to ensure proper duration and stewardship required for these projects to flourish, and a requirement of minimum durations for landscape projects to mature both ecologically and in their cultural purpose. This desire to see projects reach fruition gets at something much less measurable and much more intractable about how cities and spaces have been predominantly shaped until now. The seemingly innate desire of planners, designers, and architects (even, some might argue, of all human beings) to create something lasting is a longstanding and difficult legacy to upend. Whether out of a need to leave a lasting mark or right a perceived wrong in the built environment, physical intervention is difficult to conceptualize as something impermanent. Why take the time? And

from a municipal standpoint, why spend the money, resources, and political capital to create something that doesn't last? As Desimini states, current practice with its focus on certainty and end-states has rendered "the emergent inferior," and in light of this, she concludes that "the temporary functions well as programmatic overlay or an event landscape to activate an existing, clearly articulated, often vibrant space rather than as a catalyst for systemic urban change" (Desimini, 2015).

But what if temporary use were incorporated into the planning process, not as an alternative or programmatic overlay to permanence but as its driver? What if temporary uses were not viewed as a retreat from lasting urban forms or long-term, strategic planning but as new pathways forward?

What is needed

The preceding authors and case studies have offered ample evidence to highlight the potential need for an articulated temporary use planning process, but none is successful in overcoming the limitations Desimini observes by proposing what this process might be. The currently available tactics, best practices and case study data may be insufficient tools if temporary use is to be applied consciously and consistently as a mode of urban planning. What is required is a set of specific design and planning tools incorporated into a scalable methodology, which would enable existing cities to implement temporary use in a systematic way.

Furthermore, none of these typologies manage to place its case studies in time: either in the frequency at or duration for which they took place, or when they might occur within a planning process. While prescriptive, Urban Catalyst's Strategies for Action offers tactical best practices as opposed to a proposed process. Usefully however, many of the authors' typologies build upon, or at least refer to one another and are easily juxtaposed to critique and compare projects arising from different contexts. Haydn and Temel and Crawford provide anecdotal examples of temporary use without categorization, but the projects they refer to can be categorized based on other authors' frameworks. There are certain notable overlaps in the projects each author has chosen to examine (Park Fiction, Union Street Orchard, NDSM Wharf, Tempelhof, and Paris Plage to name a few) and the typologies and inferred trends which emerge are helpful in evaluating, and ultimately generalizing the cases to inform a planning process. A quantitative comparison of the overall library of case studies is revealing of several trends and guides some speculative conclusions about the nature of temporary use:

- **Temporary use exists primarily at a parcel scale.** 37% of projects occured at the building/ XL building/lot size indicating a case-by-case willingness on the part of property owners to entertain temporary uses, but a lack of concerted planning efforts to do so. This is supported by the findings on project initiators which showed that the majority of temporary uses were initiated by single teams as opposed to more complex groups of multiple teams or teams and individuals. Increased complexity in this instance is understood to indicate that temporary use was part of a broader strategic planning effort as opposed to a specific and contained project. the Making Space in Dalston and the NDSM Wharf projects both engaged more complex teams of multiple actors and also functioned at larger neighborhood/district scales.
- **Temporary projects are one-offs** The majority of projects were not recurring, but rather one time investments, again pointing to the lack of planning frameworks for scaling their successes.
- **Temporary can and does mean long term investment** The majority of projects lasted longer than 2 years, with nearly 30% lasting for longer than 10 years.
- **Location Type is tied Goal and User Types** For example, the majority of case studies occurring in locations that were categorized as "Losing Significance" had a goal type of "Stimulating Development" and had a strong correlation to "Local" initiators. Furthermore, these projects were more likely to exhibit a "Consistent" public authority approach, suggesting that public authorities and communities have been more open to trying temporary use as a means of sparking growth in areas of development decline.
- **Temporary use pattern is partially a function of existing use pattern** "Parasite" temporary uses (as defined by Urban Catalyst) which exploit the potential of an existing long-term use by operating next to it, are only observed in "Urban Central" location types, likely because there are existing adjacent long-term uses.
- **New Uses can be achieved with support** Most New Use Concept projects exhibited a "Coaching" strategy.
- **Malleability of space and program are related** Temporary use projects which are designed with high spatial malleability tend to also have more open program, and vice versa.
- **Temporal patterns may indicate human use cycles** Certain frequencies and durations showed correlations which seem to indicate the regularity that various types of temporary program might be able to support. For example, weekly frequency and 1-day duration were correlated suggesting that most weekly temporary programs may last for a full day, while temporary activities which occur only once were less likely to be

shorter than a day. This makes sense considering the time and effort involved in their setup.

- **Larger spaces have more diffuse governance structures**, perhaps because larger sites are able to support programs which require less centralized decision-making such as agriculture or open recreation. Another explanation for this could be that larger sites tend to become available only in marginal urban zones where compliance with zoning and municipal law enforcement is not as strictly enforced, so the temporary uses which occur in such areas require less oversight to ensure legal compliance.
- **The Transitory Problem is correlated to a Centralized-Idealistic public authority approach** and Coaching Strategies for Action.
- **Temporary Programs can lead to more uses (for a time)** while the window of time during which temporary uses are underway leads to an increase in the number of uses on a site, these sites are unlikely to support the same number of uses after their temporary programs have finished. Low malleability of program during temporary use further limits the number of uses which survive past the end of the temporary use period, while a high malleability of program during temporary use seems to permit more programs to endure the end of their temporary projects.
- **Project-based Formalization may be the preferred approach taken by public authorities**. "Formalize" Strategies for Action were least observed in projects which had no public authority approach, likely because it is difficult to formalize uses without the support of a public authority. Formalize was further correlated to Project-Based public authority approach indicating that though it is perhaps the preferred mode of public authority approach, it is not necessarily practiced as a consistent strategy, perhaps why it was also correlated to the Palliative Crutch limitation. Unsurprisingly, Formalization appears to contribute to a "Consolidation" Pattern of Temporary Use.
- **Stunted Growth is related to an Initiate Strategy for Action**, perhaps suggesting a lack of long-term thinking on the part of initiators who focus only on getting a temporary project off the ground.
- **A Claim Strategy and Subversion Pattern are related**, unsurprisingly considering that the Subversion pattern of temporary use involves opposing currently situated uses and users who are unlikely to volunteer their spaces, instead these spaces must be Claimed.
- **Governance structure is correlated to duration and number of initiators**. The longer a project lasted, the more centralized its governance structure, with projects lasting longer than ten years displaying the most

centralized governance, possibly due to the organizational effort required for maintaining a project throughout changing social, political, and economic climates. Similarly, the more initiators a project had the more likely it was to have a highly Centralized governance structure.

- **Projects with a Regional footprint occur at Quarterly frequency**, suggesting that regional-scale temporary use involves a more event-based, as opposed to consistent daily program.

The developing snapshot of temporary use projects creates a picture not of transience and impermanence but rather of perpetual motion, akin to Mehrotra's "kinetic city" wherein timescales and spatial logic overlaps and temporary uses inform longer term ones. As opposed to allowing use to dominate as the driver of form, specific (or "perceived") uses might be brought into better alignment with the spaces-both spatial and temporal-which they occupy. Mehrotra recognizes the value of this alignment, returning to the idea of imagined space and advocating that the "future of cities depends less on the rearrangement of buildings and infrastructure, and more on our ability to openly imagine more malleable technological, material, social, and economic landscapes" (Mehrotra et al., 2017).

But creating a malleable planning process which brings space, use, and time into better alignment by means of temporary use requires balancing the requisite support of temporary initiatives with their intrinsic need for agency, freedom, and looseness. This process may stand in opposition to the market-driven developmental perspective of most city planning officials, meaning that "to incorporate temporary use into the planning of cities depends upon a critical stand towards the all-prevailing domination of market driven thinking with its inherent over-estimation of financial capital and monetary exchange and its underestimation of social capital," (Oswalt, 2013). Bishop and Williams too recognize that the preservation of this looseness is both essential and challenging from a planning perspective. They offer the suggestion that "The principal assistance is probably for governments to have the courage to leave areas relatively loosely defined in planning terms, and to use quite specific interventions to make land, buildings, or small start-up finance available. In this respect there is an argument for the creation of zones of tolerance where government planning and regulations can be more permissive and flexible" (Bishop & Williams, 2012).

Urban Catalyst has experimented with implementing something which resembles this process, the so-called "Dynamic Masterplan" through which "participatory processes allow for

individual actors as well as professionals such as building contractors, planning authorities,or external experts to become initiators of change." The "Dynamic Masterplan" is not driven by its end vision but rather defined through a series of rules which might unfold in any number of directions, including more permanent forms, uses, and occupancy types (Urban Catalyst Studio, n.d.).

Because they are hardly ever truly temporary in their impact, and due to a demonstrated faculty for influencing and informing more permanent forms, temporary uses may be considered less as alternatives to permanence than alternative means of achieving it. This alternative is in many ways preferable to a traditional planning process for its potential to provide deeper, more meaningful public engagement and active participation in urban development. As an engagement tool, "temporary use can thrive while, to a certain degree, traditional planning tools fail to provide an energetic, vital and humane city," (Oswalt, 2013). If this is indeed a desirable and productive alternative to permanence-oriented urban planning, a framework for designers and planners is required to scale our knowledge of existing and former temporary projects for broader application.

The abundance of case studies of temporary use provides a useful and informative backdrop for achieving this framework through abstraction. The most successful, specific examples of temporary will be generalized into a toolkit of policy, communication, and design recommendations, and a process for how to apply them. This toolkit must be grounded in a methodology, which incorporates evaluative metrics and a time-based procedural structure. In the development of this alternative planning process, there also exists an opportunity to communicate the potential of temporality as a design and planning tool: not only to achieve alternative outcomes but also to ask different questions about what we can expect from urban spaces and their authors. To ignore temporality as an essential component of the urban planner's palette would be to set aside a rich set of possibilities for future places, continuing to rely on 'permanent' solutions which are more and more disconnected from their users and contemporary use cycles for urban space.

II: Alternatives to permanence in planning

Part II is a case study analysis which unpacks specific temporary use projects to inform recommendations on the process of planning through temporary use. Some of the case studies examined here are projects which were carried out by public authorities, while others examine projects that were executed by individual architecture, planning, and urban design firms. Why private design firms as well as the community organizers/ governments/ sites of temporary use themselves? Because the goal of this analysis is to understand how temporary use has been consciously and consistently practiced as a mode of urban planning. With the exception of a few temporary use projects which were initiated by or involved municipal parties (for example NDSM Wharf, Making Space Dalston, and Les Grands Voisins-which are also examined here) private firms like Interboro Partners and Raumlabor have been more consistent and conscientious in their endeavors to plan and design through temporary use, perhaps due to the greater leniency in the level of disruption that a private-sector context affords. The aim in analyzing these projects is not to evaluate their individual outcomes but to understand the broader design approach and methodologies which they informed, while contrasting these methods to conventional planning practice.

Rationale for case selection

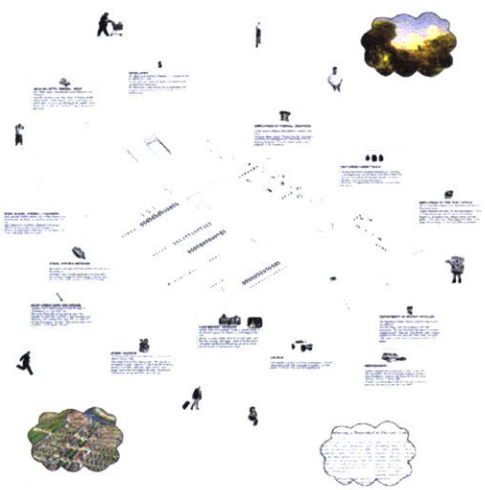
Design/planning firms such as Interboro, Urban Catalyst, Raumlabor, muf art/architecture and others have managed to execute ephemeral projects at the urban scale, providing if not a coherent framework then a dispersed and developing set of practices for creating spaces that are, to varying degrees, more impermanent and democratically designed. Some of these these projects observe a shift in the role of the urban designer from chief composer to conductor/ facilitator, with design outputs consisting of open-ended systems and communication tools, as opposed to plans for more rigid and enduring physical interventions. Many temporary use project proposals include visual representations of time and defined engagement processes with multiple actors as key components of their plans.
Of course, any conclusions to be drawn from a

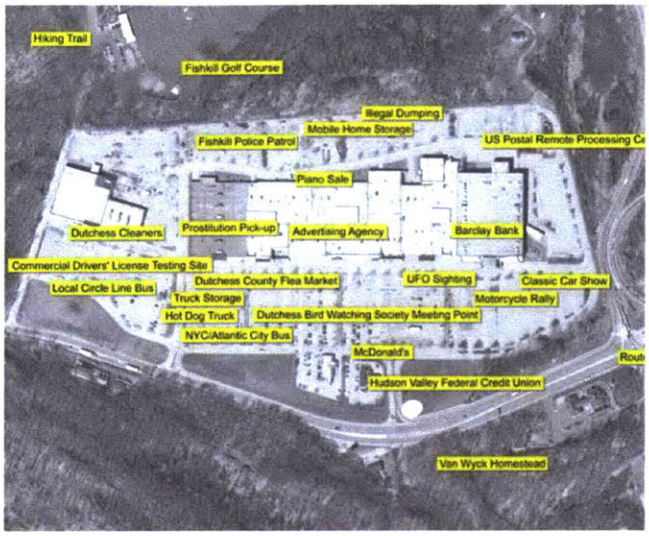
study of privately-executed temporary projects must take into account certain points of tension that persist in any discussions of temporary/ ephemeral urbanism. The degree to which the success of a temporary project must be credited to the social and/or monetary capital brought to projects by private design firms is another potential point of contradiction when examining the ability of temporary urban design to insert new authors into a place-making decision process. The replicability of alternative design processes must be scrutinized, particularly in instances like Space Buster or Holding Pattern. Were these projects only possible due to the prestige, social influence, and capital that the designers themselves were able to leverage? If so, they must be reconsidered as models for temporary design's democratizing capacities.

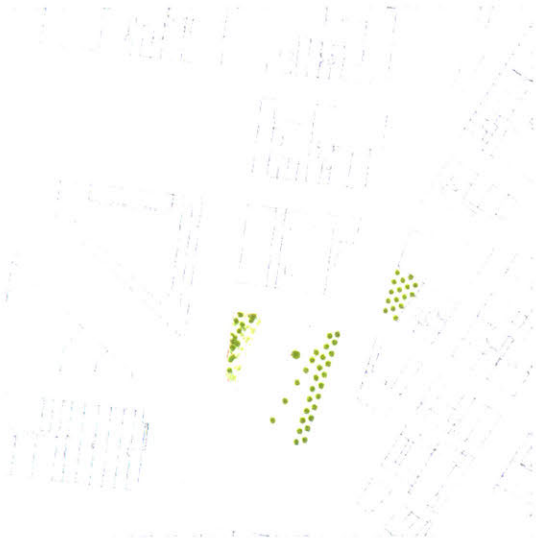
The private firms discussed in this section have been consistent in their delivery of temporary projects in pursuit of broader public engagement goals and as part of efforts to affect change at the urban scale, despite the non-planning contexts from which they arise. These firms' projects experiment with methods for temporary use in ways which push the boundaries of their own authorship by incorporating, to varying degrees, the input of temporary users. Having worked in the medium of temporary use several times, these firms have been able to form a conscious, consistent methodology for planning and executing temporary use projects. Progressively building upon their knowledge of temporary users, processes, and timeframes has led to each of these firms' distinct approaches, certain elements of which can be inspirational and replicable by urban planners in other contexts. Finally, an investigation into the ability of temporary urban design to expand authorship and provide an alternative, more meaningfully-engaged planning process must interrogate the degree to which additional authors, when added to the design process, actually equate to additional input. When evaluating the degree to which temporary urban designs and planning processes broaden authorship, a distinction must be made between meaningful citizen participation and mere consultation (ie the "head-fake" limitations of temporary use previously discussed in Part I.)

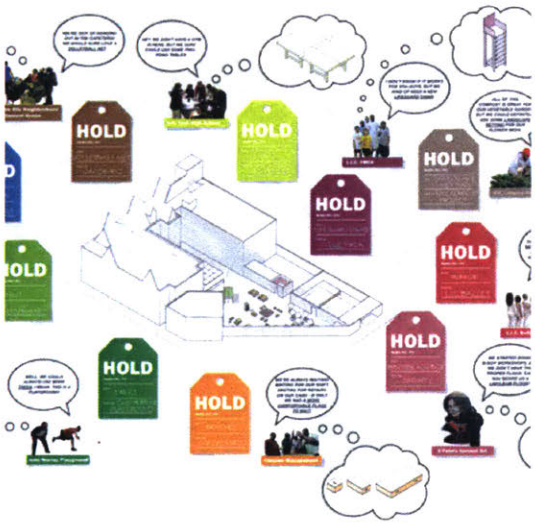
Case study I: Interboro Partners

Ultimately, Interboro's projects are more representative of meanwhile activations, as opposed to strategic planning through temporary use. However, Interboro's methodology for occupying temporary space demonstrates a process for aligning spatial and temporal potentials through tactical, physical interventions, a unique









INTERBORO PATNERS PROJECTS, TOP TO BOTTOM: LIFE WITH LANDBANKING, LENTSPACE, HOLDING PATTERN (SOURCE: INTERBORO PARTNERS)

approach which the firm has applied consistently. When installed, these physical interventions can become the catalysts for a broader decision-making process that engages more users and creates room for multiple interpretations of space. A combined approach to planning use, space, and time through physical specifications and requirements (best exemplified by the firm's project Holding Pattern) may therefore be a useful process for planners to replicate, particularly when temporary use is externally limited to an interim timeframe. Though the temporary use projects may be ultimately removed, these projects are representative of Urban Catalyst's "Impulse" Pattern of Temporary use, wherein a lack of lasting physical footprint doesn't diminish the capacity for altering the perceptions and use profile of a place (Oswalt, 2013).

Life With Landbanking (2002)

- Initiator type: Professional
- Location type: Losing Significance
- Goal type: Stimulate Development
- Temporary Use Pattern: Pioneer
- Public Authority Approach: None
- Strategy For Action: Coach
- Limitations: Proportional Mismatch

Life With Landbanking was was a conceptual proposal (never physically realized) for "meantime" activations at the Dutchess County Mall in Fishkill, NY, whose owner was openly "banking" the property without further development until economic conditions improved. As Interboro's entry to the LA Forum for Architecture's "Dead Malls" Competition, the proposal recommended "a collection of small, cheap, feasible moves that come in over time, and lead to many possible futures" as opposed to a traditional top-down masterplan (Interboro.) The few present, permanent commercial uses within the mall were leveraged, alongside the less orthodox and informal temporary uses which had developed on the site thanks to users such as local youth and prostitutes appropriating the space as they needed. Interboro's methodology for developing its proposal was to map existing uses–both permanent and temporary–and then "accumulate a potentially endless number of proposals, up to a point where some new form of urbanity might emerge" ("interboro partners," n.d.)

Interboro's proposals fell into three categories: "Incubate Healing Cultures," or short-term interventions to intensify existing dynamics through new uses; "Adrenaline shots" to exploit the physical circumstances to the fullest extent; and "Get the Blood Flowing," which repurposed the mall's parking lot as a new node for community life. The envisioned results of this plan were largely tactical approaches including the incorporation of freestanding structures, or "hotboxes," which reoriented service entrances to create small,

low-budget office spaces. Occasional nightclub programming was also proposed to attract new users, as well as a linear open space which functioned as both a drive-thru and recreational area. The expressed objective of Life With Landbanking was to elevate and support existing programs and propose new ones which "harnessed the current situation of abandonment." Encoded into the project proposal was a commentary about the various stakeholders and future evolution of the site based on the small scale interventions which were proposed ("interboro partners," n.d.).

This project's methodology was in direct opposition to the traditional master planning process which first conceives of a "big idea" in terms of neighborhood program and character, and subsequently allows this idea to inform the details of a site's design and planning. Instead, Life With Landbanking allowed specificities and individual user testimonies to drive design decisions which the firm hoped would transform the urban condition of the site. However, the timeframe of the project was admittedly externally imposed and indeterminate: as soon as market conditions improved, the project and any transformations it had managed to achieve would be dissolved with no pathway to preservation or lasting change. Furthermore, though Interboro's process included surveying existing uses and speaking with long term and transient occupants of the site to incorporate their input into the final proposal, these participants' involvement did not include physically intervening in the site itself. Rather, some of these users were able to make use of Interboro's tactical interventions, which would be built and provided for them. While the resulting proposal integrated "multiple times and constituent interests to represent how the proposals have the potential to change the site's DNA," it never projected an attitude towards the preservation of these changes or the input of the participants beyond the duration of the project.

LentSpace (2009)

- ► Initiator type: Local
- ► Location type: Urban Central
- ► Goal type: New Use Concepts (& user profiles)
- ► Temporary Use Pattern: Stand-in
- ► Public Authority Approach: Project-Based
- ► Strategy For Action: Exploit
- ► Limitations: Stunted Growth

For LentSpace, Interboro was invited by the Lower Manhattan Cultural Council (LMCC) in New York City to design a open space and platform for rotating exhibitions of contemporary art. The project's site (a cleared downtown parcel the size of a single city block) was offered to the LMCC by its real estate development company when market conditions did not support development. This loan was explicitly an opportunity for "meanwhile" use,

motivated by the developer's interest in cultivating goodwill in the neighborhood where most of its property was located–and attaining a tax write-off. While this exchange resulted a desirable open space once it was completed, the construction phase saw the area obscured from public view and access with tarps and fences, creating somewhat of a contradiction with the expressed objective of providing transparency and public amenity. During daylight hours only, users were able to access the site which served as both an open space node and stage for art installations which were curated by the LMCC; wooden gates along one of its edges functioned as both barriers and bench seating as needed ("interboro partners," n.d.).

The methodology for realising LentSpace was akin to the top-down traditional planning process. Users of the space remained in their roles as recipients of the public space products which had been negotiated, determined, and delivered by external authorities. Public engagement was not solicited and in fact actively avoided: legally, the project could not be referred to as a "park" or "garden" or by any other land use designation which might convey a sense of longevity to local residents or attract a desire for deeper user involvement. Furthermore (at the insistence of its owners,) a chain link fence around the perimeter of the site remained throughout its life to designate LentSpace as an impermanent project and leave no doubt as to its flexibility. Such anxiety on the part of the developer provides an anecdotal example of the "palliative crutch" limitation, wherein a temporary use project may discourage development due to its perceived potential for awakening latent resistance among its users (Desimini, 2015). Despite this, LentSpace's methodology still recognized the benefit in crafting a rolling approach to public access and use during unexpected (but not atypical) down times in the development process. Instead of allowing a vacant space to remain vacant, the normal planning process for the site was able to expand slightly and accommodate an extra phase: the alignment of a desirable temporary use with a temporarily available window of time. The quality of materials and aesthetics of temporary use projects like LentSpace are also worthwhile considerations emerging from the design process. LentSpace, was largely built using cheaper, recycled materials. The potential for temporary placemaking to provide more environmentally conscientious public realm products must also be balanced in the context of the "transitory problem," which conflates temporary conditions with substandard requirements and allows for the under-provision of necessary benefits or lack of long term investment.

Finally, while superficial, the spatial malleability afforded by LentSpace's flexibly-functioning gates

demonstrated that multiple uses and timescales can be more easily incorporated into a project when elasticity is considered in its physical, as well as the programmatic elements.

Holding Pattern (2011)

- ► Initiator type: Professional
- ► Location type: Urban Central
- ► Goal type: Participation & Social Ties
- ► Temporary Use Pattern: Impulse
- ► Public Authority Approach: None
- ► Strategy For Action: Coach
- ► Limitations: Transitory Problem

Interboro designed Holding Pattern, a temporary installation for the MoMA PS1 courtyard in Long Island City, after a process of meeting with 55 local institutions and businesses, in order to determine the objects and materials needed for the neighborhood. The feasible items from this list were selected, and designed, and built with the understanding that they would be "held" at MoMA PS1 during the summer and delivered back to the community in the fall. In addition to 84 trees, 79 objects were ultimately delivered including public benches, recreational equipment, climbing walls, classroom seating, and rain barrels–all financed with Interboro's allocated budget from MoMA (Armborst, D'Oca, & Theodore, n.d.).

What Holding Pattern accomplished was a circumventionary tactic to incorporate community feedback and local needs into the decision-making process about the allocation of funds and the construction of public space. A typical procurement and approvals process for street trees, benches, and other public amenities would have required the input, budgeting, resources, labor allocation, and sign-off of multiple municipal departments. The protracted public approvals process which ensued would have engaged some, but certainly not all of the users of the public objects which were created. Holding Pattern resulted in a more meaningful community engagement process wherein users of public space had an active and direct role in shaping it. Rather than voicing feedback and having public placemaking choices made in response to that feedback, placemaking became a direct form of public engagement and approval itself. Unlike Life With Landbanking, the process for creating lasting impact was included in the plan. Collapsing decision-making and placemaking into a single process led to a quicker turnaround of results, a more transparent timeframe for action, a more efficient and sustainable use of materials, and a greater number of individuals taking part in the long-term conception and construction of the public realm.

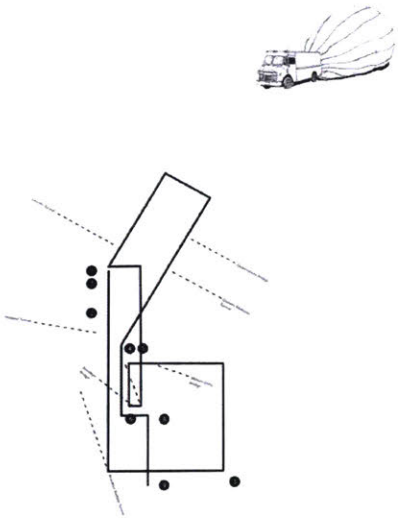
Case study II: Raumlabor

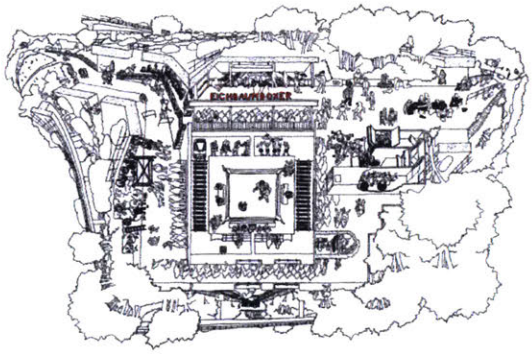
In contrast to Interboro process of broadening authorship and soliciting public engagement through specific, desired interventions in physical space, Raumlabor's methodology is about stimulating imagination and setting a framework that enables users to upend the roles and dynamics embedded in the design and planning process. If, as Raumlabor's work seems to suggest, urban development is an inherently political act, there is a need to expand what is understood as a metric of success. Marcus Bader, partner at Raumlabor has been explicit in addressing one of the biggest challenges to planning through temporary use: how to evaluate it (Bader & Zaera-Polo, 2013). Bader suggests that evaluation can be measured through the imagination and hope which is generated among users who were previously unengaged in a site's development and pessimistic about its potential prior to temporary use. For Bader, the successful urban development process is more based on civic ideas and people than planning concepts, with the desired result of creating places that have been activated through use and " spaces that are specific and confrontational, not common and agreeable" (Bader & Zaera-Polo, 2013). Rather than intervening with the promise of creating substantial, specific changes over a long-term timeframe, the "dynamic masterplan" is a methodology for revealing a place's present unknown potential, placing responsibility on larger society to engage in placemaking processes that lead to change. In order for such a methodology to be successful, it it must be carried out with deference to place-based knowledge and local context, and supported by a sincere and significant commitment to the process from parallel top-down planning authorities. This commitment must be negotiated and encoded in a way that is reasonably binding: enough to inspire users and insulate authorities from political backlash, but also not so rigid as to preclude unexpected outcomes, which its "dynamism" is ostensibly there to achieve.

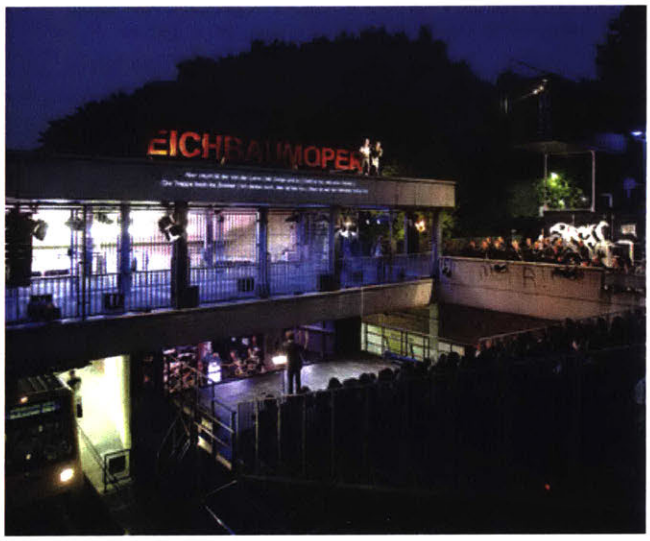
Space Buster (2009)

- Initiator type: Interest
- Location type: Urban Central
- Goal type: New Use Concepts (& user profiles)
- Temporary Use Pattern: Free-Flow
- Public Authority Approach: None
- Strategy For Action: Enable
- Limitations: Proportional Mismatch

Spacebuster was developed and designed by the Berlin-based firm Raumlabor to "explore the qualities and possibilities of public space in New York City," on an invitation from the private organization Storefront for Art and Architecture. Spacebuster took the form of a large transparent membrane, attached to the back of a van







RAUMLABOR PROJECTS, TOP TO BOTTOM: SPACE BUSTER, EICHBAUMOPER, TEMPELHOF (SOURCE: RAUMLABOR)

which could transport, unpack, and inflate the membrane to create an impromptu meeting space ("raumlabor," n.d.). Because the membrane was transparent, making it a semi-permeable border between public and private space with visual access from one side to the other. Having previously experimented with similar inflatable structures and one-off events in Germany, Raumlabor expanded the scale of its deliverable beyond a single site for the New York iteration. Spacebuster was moved around the city to host a series of public events over the course of several days, at predetermined locations. The locations chosen were typically underused, which had the effect of turning "left-over spaces into a gathering place, a temporary node of vitality" ("raumlabor," n.d.). Depending on the program taking place, the Spacebuster was furnished with office equipment, dinner tables, or other furniture in different layouts to generate an urban space for temporary collective uses. Among the programmed events within the Spacebuster were workshops for re-imagining if urban disused space, held on the spots where further development was supposed to take place. Thus, the questions discussed and the developments projected for a site were catalyzed in conversations held on that specific site, and in forum that was simultaneously physical and imaginary.

Despite its relatively small and transient footprint, Spacebuster's method for intervening in public space addressed the city as a whole. Raumlabor's process was to conceive of and provide the an empty shell of public space, which users filled with their ideas. In disrupting, or "busting" the existing, permanent uses of a space through minimal physical intervention and allowing the new, temporary uses to be defined by users' own imaginations and actions, Spacebuster punctured the divide between Lefebvre's "perceived" and "imagined" space and opened the door for the definition of alternative uses (Lefebvre, 1992b). Because the project moved from place to place, this dialogue had both a local, and a city-wide scale: creating a dialogue which sparked imaginations about specific underused spaces, and about the untapped potential of under-used space as an wider urban phenomenon.

Eichbaumoper (2011)

- Initiator type: Professional
- Location type: Losing Significance
- Goal type: Participation & Social Ties
- Temporary Use Pattern: Impulse
- Public Authority Approach: Project-Based
- Strategy For Action: Enable
- Limitations: Stunted Growth

Eichbaum is an underground commuter rail station and a "spatially and artistically deficient place...[which] opposes all pragmatic access"

("raumlabor," n.d.). At the time of Raumlabor's intervention on the site it was slated for renovation, but this renovation was still undefined. The firm recognized that local teenagers were the only population to actively identify with and use the space as a canvas for graffiti and a node for socializing, loitering, and other petty criminal activities. Raumlabor initiated a series of temporary activations on the site as part of a multi-layered process in which the arts and collaborative building techniques mutually promoted, encouraged and conditioned users to imagine and re-interpret the sites potential. Raumlabor organized this process as an artistic director, but the programmatic details of the site were determined collaboratively, and carried out by temporary users who engaged at different scales of intensity. The first temporary activation, "Eichbaumoper" consisted of a series of workshops with local residents to incorporate their ordinary routines and daily interactions with the site into a musical theater performance that was continuously performed and re-written in a theater which was installed on the site for one summer. The project "Eichbaum Countdown" addressed local young people specifically through the construction of a youth boxing ring and event series. Raumlabor's goal in facilitating the Eichbaum projects was to create and record new memories on the site with collaborative projects which incorporated users into their conception and construction. This methodology for uncovering and enacting new use concepts through a bottom-up process also addressed the need for re-imagining not just the outcomes of development but also the process by which these outcomes are proposed, especially when previous top-down attempts to improve a site have failed.

Tempelhof (2007-present)

- ► Initiator type: Local
- ► Location type: Urban Central
- ► Goal type: Participation & Social Ties
- ► Temporary Use Pattern: Pioneer
- ► Public Authority Approach: Centralized-Idealistic
- ► Strategy For Action: Formalize
- ► Limitations: [none]

In contrast to classical master plan concepts, the "dynamic master plan" attempted for the Tempelhof Airport project integrated both planned and unplanned parameters for temporary use. A former airfield which was decommissioned in 2008, the site was originally intended to serve as an interim park while awaiting the implementation of a masterplan (which had been conceived in the 1990s) to extend the existing housing of the area. Berlin's Department for Urban Development and the Environment was advised by both Urban Catalyst and Raumlabor to realize a strategy for activating the site during the time gap between the former and future permanent uses. Together, they

developed the "dynamic masterplan" methodology for integrated urban development which specified that "the activation of the site through pioneering uses and cultural initiatives should be linked from the outset with long-term urban development concepts and understood as an integral part of the overall development process...The long-term vision remains elastic. It is conceived in several successive stages and constantly adjusted" (Urban Catalyst Studio, n.d.).

In 2010 the site was opened to the public and activated through "Pioneer" uses which had been selected over two phases of an open call for proposals. Public input and discussion sessions held on miniature facsimiles of the airport were held in order to vet and approve the winning entries. The selected proposals' initiators were granted 3 year leases by the city to occupy specifically designated fields within the former airfield: "pioneering" new uses on the site. Critical of the traditional public approvals process which it saw as soliciting input without providing transparency on the timeframes and financial resources available to implement users' ideas, Raumlabor exchanged spatial determinacy for immediacy, user involvement, and open-endedness. As opposed to intervening in the space physically, Raumlabor's process was to create a framework for action, suspending control of the ultimate planning outcome. Importantly, Raumlabor's intervention in the Tempelhof project was constituted in the design of a process–not of physical space–which would slowly determine future use through temporary acts and the stimulation of ideas. The "dynamic masterplan" called for condensing and expanding successful pioneer projects and their actors and progressively increasing long term investment after several years had gone by ("raumlabor," n.d.).

While the municipal adoption of Templehof unique planning process represented a significant break from traditional planning methods and a top-down commitment to crowdsourcing, questions remained as to how deep this commitment truly went. One criticism of the pioneer use approach was that there were few opportunities for pioneers to develop their own economic activities, for example through sales or the operation of restaurant–both of which were legally barred. This limited the demographics of people and uses which were financially and logistically sustainable on the site, and hinted at the city's lack of practical support for their longevity (the so-called "centralized-idealistic" public authority approach.)

Desimini has previously stated that "urban transformation requires action that involves both the temporary and the planned. Ephemeral spaces are valuable but only in relation to adjacent lasting

spaces," and gives the example of Templehof to articulate this point (Desimini, 2015). Ultimately the park's dynamic masterplan was not carried through to completion when a neighborhood referendum in 2014 halted further development of any kind (including the introduction of any new pioneer uses) and preserved the unadorned site mostly as it stood. The first round of pioneer uses (including urban gardening and other recreational uses) remains and in 2015 a portion of the site was became a shelter for refugees, but programmatically, the majority of the space remains "loose" today. Desimini cites it as a successful temporary project which exhibits none of her observed limitations. Ironically, though it touted open-endedness and a lack of spatial determinism as unique and positive elements of its approach, Raumlabor was forced to contend with the fact that the very "dynamic" nature of its proposal enabled it to be appropriated and altered in execution. The "planned" and "unplanned" elements of the Tempelhof proposal were somewhat reversed in their implementation: the anticipated process of introducing, evaluating, and consolidating pioneer uses over time was abandoned, and the unanticipated appreciation of the park as an unprogrammed and undeveloped urban anomaly adopted into the city's long term vision for the area.

Case study III: Making Space Dalston

- Initiator type: Local
- Location type: Urban Central
- Goal type: Participation & Social Ties
- Temporary Use Pattern: Co-existence
- Public Authority Approach: Consistent
- Strategy For Action: Enable
- Limitations: [none]

The Making Space in Dalston project was presented by the private firm of muf architecture/art as a means of introducing future changes to a neighborhood for which a master planning process had already taken place under the direction of the local planning authority (muf architecture/art, 2009). Unique to this planning process however, was the adoption of a less-formal interim plan, presented in the context of several neighborhood-scale initiatives or "project themes." Most of the themes were place-based and highly specific to the local context, but the themes of "Host Spaces," "Temporary enhancements," and Semi-public Spaces" remain relevant to a general inquiry into temporary use methodologies. These three themes introduced spatial and programmatic opportunities which enhanced the temporary usability, and legibility of the future plans. The interventions which they proposed were intended to gesture towards the master plan's proposed changes

and create a series of transitional conditions that indicated what was coming. By providing an explicit transitional plan, the Making Space in Dalston project opened up a crawl space of time and opportunity for recipients of the proposed changes to meaningfully understand, reflect upon, and potentially respond to tangible conditions in their built environment.

The first theme of "Host Spaces" proposed was in which to facilitate the temporary use of empty space by the local creative community and to upgrade community space to better meet these users needs and aspirations with the view that "programming and providing the ability for cultural activity to happen formally or informally also informs the process of physical change, its design, scope and legacy realised" (muf architecture/art, 2009). The desire to foster this cultural programming informed certain subtle but impactful alterations to attract users and support temporary uses in these "host spaces" which ranged from "the provision of in ground power, to permanent fixtures of staging, typography, screens and planting" (muf architecture/art, 2009).

Another theme proposed "Temporary Enhancements," which were not only intended to demonstrate existing assets and potentials of the neighborhood, they were also provided as a means of "realising projects in the here and now, while the neighbourhood is in a state of flux." Muf architecture/art stated that these projects were consistent with the spirit of the imminent top-down redevelopment and "may well be the precursor for developments identified in the Master Plan, but which do not require the same level of investment, and can therefore be achieved more swiftly. The projects may also help to inform approach and design to those larger scaled projects, offering delight and interest in the short term" (muf architecture/art, 2009).

Finally Making Space Dalston proposed leveraging semi-public spaces in an innovative way: "churchyards, school grounds and rooftops were identified as places that were secure, accessible and in many cases underutilised. The beauty of these types of space is that they come with their own structure for guardianship even with a requirement for revenue funding," and therefore only required the enactment of certain regulatory adjustments in order to become eligible for temporary uses. One example of this was the Bootstrap Car Park, which was endowed with the potential to host up to 12 events of up to 15 days each, per calendar year. Referred to as Temporary Events Notice (TENs,) these events were automatically considered permissible if the organisers complied with a minimal code of

conduct and provided on-site visual notification prior to the event.

The Making Space Dalston project presented a unique take on the concept of temporary use as a public engagement tool. According to its logic, introducing imminent permanent changes in an immediate and temporary way let users engage with future conditions more directly, creating the time and space for reacting and potentially resististing these conditions in a manner that was specific and informed, as opposed to abstract. Tactics such as temporary activation easy through semi-automatic permitting, charismatic spaces and amenities that supported impromptu use, heritage walks, and the strategic use of semi-public space helped to situated the plan's temporary initiatives within city goals, initiatives and development plans. In this way, temporary use led to more meaningful public engagement through the provision of more meaningful public information.

MAKING SPACE DALSTON (SOURCE: MUF)

Case study IV: NDSM Wharf

- ► Initiator type: Local
- ► Location type: Currently Under-Used
- ► Goal type: Stimulate Development
- ► Temporary Use Pattern: Pioneer
- ► Public Authority Approach: Consistent
- ► Strategy For Action: Exploit
- ► Limitations: Stunted Growth

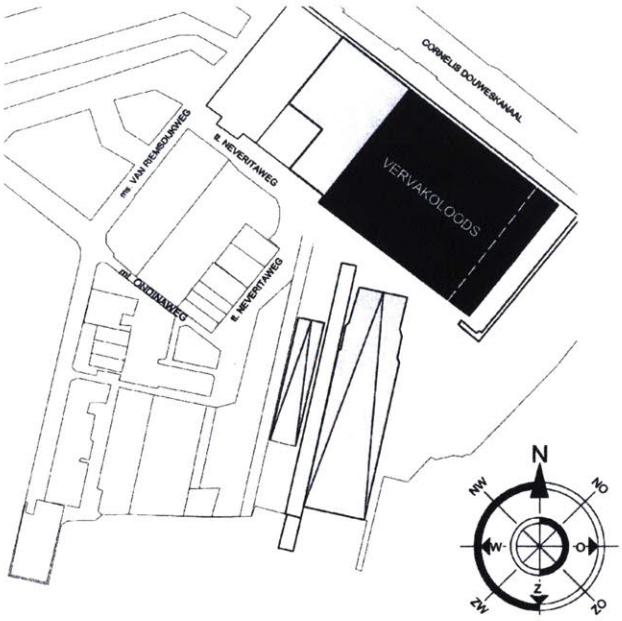
In 1999 the district of Amsterdam Noord solicited a temporary use concept by means of a public ideas competition, seeking an organization to realize temporary uses in the main hall of a disused harbor area of Amsterdam Nord, which was also owned by the city. The aim was to attract potential investors and renters by re-establishing knowledge of the area and allowing a mixture of uses (attractive in the pursuit of new neighborhood development) to flourish. The specific terms of this occupation, set forth by the municipality, reveal a unique development pattern for temporary use, one that is important to keep in mind in the context of the "head fake" limitation which notes the potential of temporary use's participatory elements to be subverted in favor of a to-down agenda which is no more collaborative (Topalovic & Dzokic, n.d.).

For the NDSM Wharf project, The City of Amsterdam retained full control as both owner and legal and governing authority of the area. This facilitated a relatively straightforward and efficient installation of the temporary users once the winning initiative (Kinetisch Noord, a group created expressly for the occasion) was selected. The overarching concept was for the installation of a mixed cultural program, driven by temporary users who would be permitted to occupy the main shipping hall for a period of ten years in exchange for minimal rents and renovations of the hall with government help. This "bottom-up" development strategy originated with both the municipality and a group of local residents and squatters who were interested in using the unoccupied buildings in the area during their period of disinvestment. Urban Catalyst advised the city on a "dynamic master plan" approach and also provided a report on the project following its installation phase. Use pattern across the site was overseen by Kinetisch Noord, which subdivided the hall into thematic zones of activity and more than 200 cultural uses. The city was also able to quickly implement a temporary ferry service to facilitate transportation between the site and Amsterdam's main rail station, reinforcing both physical and psychological accessibility to the site which was positioned as providing a cultural counterweight to the market- and real-estate driven city center where uses that were socially and culturally important (but not financially viable) had been pushed out.

While on the one hand the city's tight grip over operations enabled a more seamless timeline for installation and a clearer management structure (which was centralized through Kinetisch Noord on a day-to-day level, and a designated point of contact in the government) it also created conflict and had a controversial impact. In pursuing a larger strategic objective, the city's overly binding framework conditions were perceived at first as a "smothering embrace" and later as an exploitation of the generally uncompensated efforts on the part of the temporary users to improve and gentrify the area to the point of their own inevitable displacement (Oswalt, 2013). The city maintained the lion's share of advantages resulting from the efforts without compromising much: publicity, selection of occupants and control over conditions of occupancy even after the competition was over. It exerted influence on the management structure in a way that ensured its continued control. This created conflicts over the future of the project when the city refused, despite fundraising on the part of occupants, to consider a proposal to sell the site to temporary users once the term of temporary occupancy ended. Though they had been permitted to occupy the land in a way which stood to raise its value and generate revenue for both the city and future private investors, the temporary users themselves were not able to share in the profits which their very presence had enabled. This is a crucial limitation of the project, which amounts to manipulation and exploitation

The NDSM Wharf project, currently slated to continue through 2027 provides a valuable anecdote in the existing catalog of temporary use projects. Though the process and government commitment to temporary use was initially promising, a lack of transparency and alignment on the role of the project between its users and initiators undercut its transformative potential. The project has already been considered a success on the part of the city planning department, having successfully activated a formerly disinvested area and generated considerable publicity and investment interest. However, the project is also revealing of the capacities of temporary use, to create a platform for public engagement which is superficial and misleading. The temporary users' negative response to NDSM Wharf's methodology is evidenced in the fact that, despite benefitting from municipal subsidies and use of the space for another projected ten years, ownership and financial autonomy of the users is preferred. Providing explicit legal documents outlining terms at the start of a project may alay a sense of disappointment later on, but does not solve the greater challenge of incorporating the currently unknown future needs and desires from users into a long-term plan. There is no clear answer to the

question of how to avoid the outcome of NDSM Wharf, when municipal intentions and development pressures of an urban context simultaneously relegate certain uses to the spatial and temporal margins, while refusing to meaningfully engage their involvement in resisting or improving these conditions.



NDSM WHARF (SOURCE: URBAN CATALYST)

Case study V: Les Grands Voisins

- ► Initiator type: interest
- ► Location type: Urban Central
- ► Goal type: New Use Concepts (& user profiles)
- ► Temporary Use Pattern: Pioneer
- ► Public Authority Approach: Centralized-Idealistic
- ► Strategy For Action: Enable
- ► Limitations: Transitory Problem

The case study of Les Grands Voisins provides a procedural model for how temporary use can address many social, economic, community engagement, and design challenges in urban planning and demonstrates what obstacles may be faced when planning such temporary projects at the city scale. It also demonstrates that temporary use can create an atmosphere for user-driven experimentation that is convincing both conceptually and practically, with the potential to impact planning outcomes. The methodology reflected in the timeline of Les Grands Voisins resembles an organically-occuring instance of Urban Catalyst's vision for planning which "combines a long-term perspective with an openness and enjoyment of the unexpected and the short-term" and where "the real action is undertaken by temporary users" (Oswalt, 2013). While not explicitly collaborative and open-ended from the outset, the planning process of Les Grands Voisins became so due to social and municipal pressures on the developer to consider its temporary benefits, in light of a city-wide desire to innovate and address a perceived lack of participation and equity in the products which urban-planning efforts had been able to provide thus-far. As a result, the process became flexible and adapted to unanticipated momentum and user feedback, while relying on parallel top-down support. Responsive and intentional phasing, support of facilitating non-profits which were highly present, and market-facing reporting metrics can be noted as unique aspects of the process which contributed to its success.

The decommissioning of the Hopital Saint-Vincent in 2012 left behind a 36,000 sq ft void in central Paris, France that was not slated for redevelopment until 2017. Its closure represented the end of a nearly 400-year legacy: prior to functioning as a hospital with the city's most well-known maternity ward, the site had hosted an orphanage, as well as a novitiate for Catholic priests and early monastic gardens. Aurore, a well-known non-profit organization specializing in emergency housing for at-risk individuals was permitted to install a number of dwellings in the former patient quarters beginning in 2012. Following this, several community groups negotiated an unprecedented contract with the City of Paris and private developer Paris Batignolles,

allowing for virtually unrestricted use of on the site rent-free. The catch? They could only occupy the space until the official reconstruction began.

A number of stakeholders were brought on to provide overall project management, internal governance and external relations within Les Grand Voisins. Aurore managed temporary housing, professional training, security services, maintenance, and resident relations. Plateau Urbain managed relations with the developer and contractor, technical coordination and logistical support for artists, NGOS & professional organizations. Yes We Camp provided artistic and recreational installations, cultural programming, signage, furniture, and communication.

In 2015 the site was opened to the general public and from 2015 to 2017, the site was home to over 600 new immigrants and at-risk individuals; budget office space for over 250 NGOs, artists, and startups; plus workshops, gardens, camping facilities and resident-led programming. At its peak, roughly 1500 employees and between 300-2000 local visitors engaged with the site each day. During this temporary occupancy period the site was officially referred to as "Les Grands Voisins" (translation: "The Great Neighbors") and was promoted as "an experiment aimed at fostering collective urban life." Day-to-day management and project development was shared between the residents and professional occupants. Feedback and input from the "Voisins" ie residents, workers, and employees on the site was solicited informally through organized social and cultural gatherings and formally ones per quarter through a facilitated workshop and voting process.

During this phase Les Grands Voisins was a dynamic atmosphere which brought together a diverse mix of people who came to the site for a variety of reasons and across a range of timescales: residents primarily occupied the site at night; artists and employees based on the site overlapped with them on their way to and from work during the day. External public visitors came and went during the day and evenings, taking advantage of the various public programs, weekend events, bar, and resident-run restaurant. Specific considerations were made to ensure the public space was lively, flexible, and variably programmed or "loose" with areas and amenities dedicated to consumption, production, and interaction. For example, one of the key elements that contributed to the public space was the public furniture. Designed and built by artists on site, the furniture was designed to move around so that users could shape outdoor spaces according to their needs.

Less than a year from the end of the anticipated

end of Les Grands Voisins, the site's developer Paris Batignolles requested a study of the professional organizations installed on the site, in order to analyze their experiences and the impact of their temporary occupation on business success. An online questionnaire was conducted by Plateau Urbain, including some sixty questions, grouped by themes. This quantitative analysis was complemented by 21 semi-structured interviews with various professional organizations. The report which was delivered now offers one of the most precise examples of measuring the impact of temporary use.

The report's many revelations included the observation that the budget space provided by Les Grands Voisins had offered many businesses their first out-of-home office, storefront, or studio, and businesses overwhelmingly reported that temporarily occupying space was a positive or even essential component of their success (Paris Batignolles Amenagement, 2017). Despite its lack of longevity, many workers and artists reported that the transitory nature of the space was, in fact, responsible for a more dynamic workplace. Another important feature of Les Grands Voisins was the creation of collaborative networks between the various non-profits, startups, artists, and residents. 79% of these organizations reported collaborating with at least one other organization, and 28% collaborated with three or more. Surveys also revealed nine distinguishable economic sectors which were later deemed "clusters of activity" including education and childcare, renewable energy, urbanism and architecture, delivery and mobility, professional development and training, community organizing, agriculture, craftsmanship, and food services.

Points of criticism were also provided in the report, including observed tension to to the lack of coherent differentiation between workspace and leisure space, the challenge of internal communication among users, and an ongoing debate about the site's governance, including budgeting, programmatic, and design decisions. Based on its findings from the report, Plateau Urbain made a series of recommendations to the developer for how to incorporate the economic, programmatic, and social benefits of the temporary occupancy project into its plans for the future of the site.

In 2017 after several negotiated extensions, the site and its residents began to be be phased out and/or relocated as planned with final demolition of the site to begin at the end of December 2016. However, the City made a surprise announcement that from 2018 to 2020 a new phase of temporary occupation would take place. Based on the collected survey

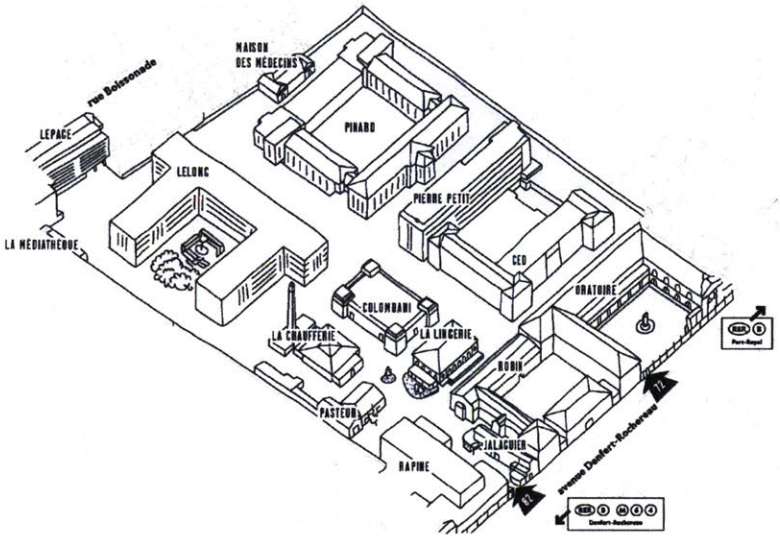
responses which had demonstrated Les Grands Voisins' social and economic successes, The City of Paris has agreed to extend portions of the project as an "urban laboratory" to assist in shaping the future district and fostering the various types of ownership and participation which developed during its temporary occupancy. The diverse social, economic and cultural characteristics of the first phase have been announced as priorities, with the stated goal of opening up even more to the surrounding neighborhood (Mairie De Paris, 2017). In partnership with the municipal planning authorities, the original facilitators of the project–Aurore, Plateau Urbain, and YesWeCamp–will remain on the site to continue its day-to-day management, programming, and further study.

Planned redevelopment and construction of the site will also take place until 2023, requiring several adjustments to be made. Les Grands Voisins was temporarily closed for six months prior to re-opening for its second phase. During this time, the number of individuals housed on site was reduced, artists and small businesses were required to vacate and re-apply for space and the public areas (bar, restaurants, gardens etc) were reconfigured to make room for preliminary construction phases to begin. At the request of the developer, Plateau Urbain facilitated a renewed call for applications from promoters of non-profit, cultural or economic projects to occupy 3500 m^2 of offices and workshops. At the time of its announcement of the second phase of temporary occupation, the site's developer released a new version of the master plan for the site, which reflected many of Plateau Urbain's recommendations for incorporating the original projects most successful spaces and uses.

This planning process breaks wildly with both the originally proposed masterplan for the site, and traditional planning process typically pursued by the City of Paris and developer for projects of its type. New use concepts which were able to generate employment opportunities will now be integrated into the updated masterplan. Specific businesses, including some which were started as a direct result of the temporary occupation will be preserved along with certain buildings formerly slated for demolition. The artisanal craftsmanship, education, and sustainable urban farming clusters of activity specifically were integrated into the new master plan for the 'Eco-neighborhood:' a car-free space, around 2 axes of green space with shops, offices, and dedicated space for programs of "experimentation" and "community interest." Though the City of Paris was the ultimate decision-maker with the power to extend the project, it is inarguable that the demonstrated success of the first phase of temporary occupancy and its users were able to impact the city's decision to take

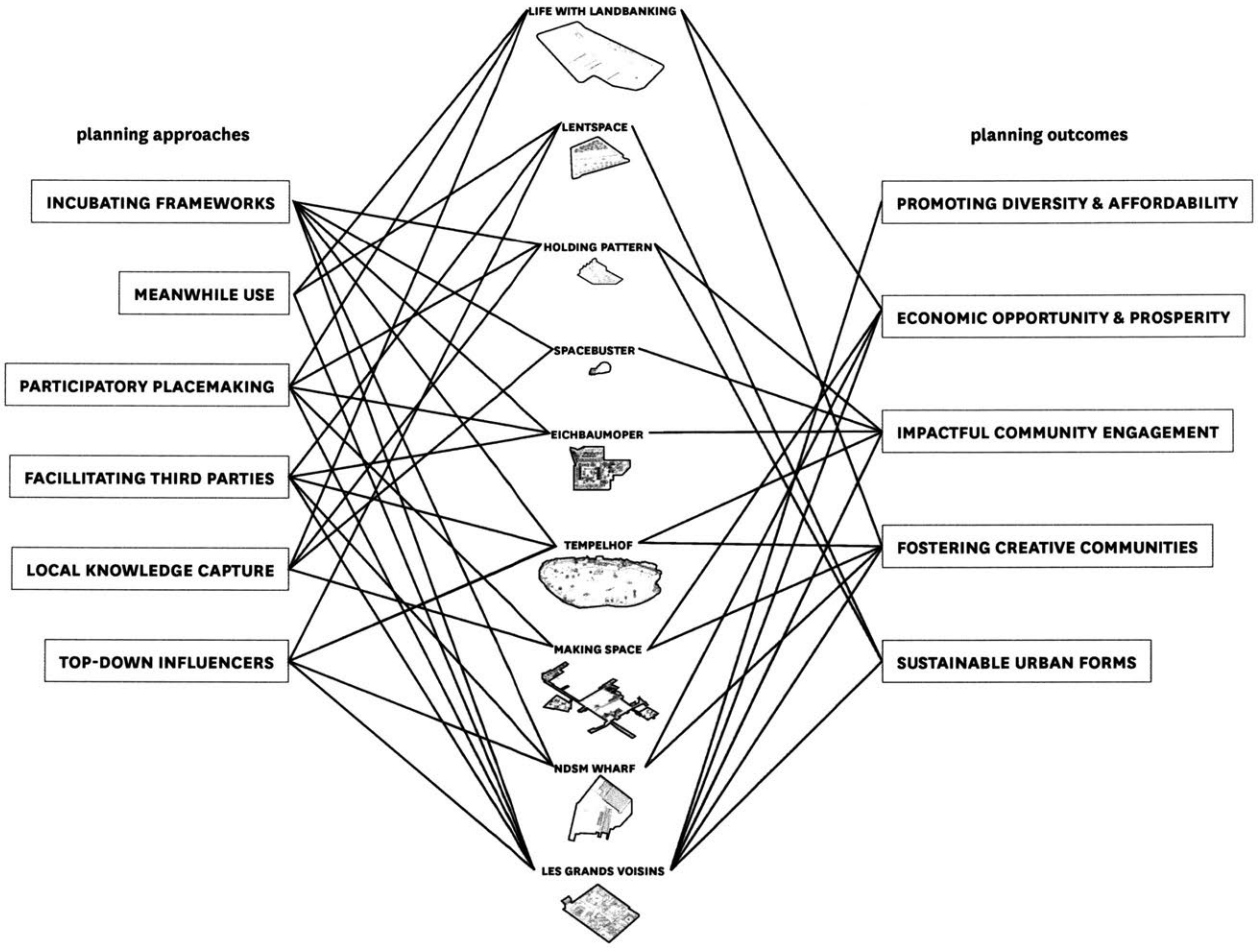
on further phases of experimentation. The new master plan's incorporation of Les Grands Voisins' successful uses is a reflection of the project's alternate pathway towards permanent outcomes and represents a meaningful shift along the ladder of participation from tokenism to a true working partnership with aspects of delegated power (Arnstein, 1969).

Still, the project is not without controversy. When its prolongation was announced, certain members of the Les Grands Voisins community were disappointed that the project would be incorporated, even in its altered form, into the long-term vision for the neighborhood. These users felt that the nature and intent of the temporary occupancy was to disrupt norms through the introduction of wildly unorthodox conditions and that the normalization of the projects outcomes would neuter the impact it had. Radical transformation, their argument went, cannot and should not be scaled. Another concern exists for the residents of the first phase of occupation who benefitted briefly from the project's vibrant and supportive atmosphere and were later relocated. Due to the nature of the housing that is currently planned (20% social housing, 30% affordable, and 50% market-rate) it is unlikely that the majority of these users will be able to return to the site. Some demand whether the benefits of the original project have been worthwhile when so starkly contrasted with their subsequent conditions. For the most part however, Les Grands Voisins' users are positive about the overall process which took place as well as the resulting urban development exhibits many of the observable benefits and none of the limitations of temporary use. Not stunted growth, not a transitory problem, but deep, consistent, and meaningful user engagement at multiple scales throughout the course of the project, with measurable impact on its future.



LES GRANDS VOISINS (SOURCE: YESWECAMP)

CASE STUDY COMMON APPROACHES + OUTCOMES



Conclusions

While temporary use as practiced by private firms does not always offer a model methodology for planning as a longer term practice specific to a place (as is more the case with Dalston, NDSM, and Les Grands Voisins) it does provide insights into the practice of temporary use as a mode of research, ideation, testing of methods to produce knowledge, user-driven placemaking, and strategies for incremental intervention. Together, these cases contribute to a body of knowledge through their experience, offering insight into what the phases of an overarching process to city planning through temporary use might be. Raumlabor's projects and NDSM Wharf provide a framework understanding of the ideal conditions in which to activate space, conceive of potentials, surface new concepts, and propose an alternative urban plan. Making Space Dalston proposes ideas about how to communicate this plan through participatory placemaking, while Interboro demonstrates the potential value in creating physical objects which exist beyond the timeframe of temporary activity and perform a bridging role between different stakeholders and stages of planning. Along with Tempelhof, Interboro's proposals suggest an approach to intervening temporarily in open (as opposed to built) urban space. Les Grands Voisins demonstrates a possible methodology for iterating, measuring, and extending the future of the plan. Of all the case studies, Les Grands Voisins comes the closest to achieving Urban Catalyst's vision of the dynamic master plan wherein "the aim is to define a spatial framework that can absorb different forms of appropriation and emerging uses over time, which cannot be foreseen and should not be defined from the very beginning of the project but which would unfold" (Oswalt, 2013).

But while temporary use in the vein of Les Grands Voisins has been leveraged to disrupt traditional planning outcomes in specific instances in France and Europe, it has yet to find a place in common practice. In the United States for example, land use, zoning, institutional and developer relationships, insurance practices, liability concerns, as well as a lack of widespread precedence are some of the hurdles to overcoming this landscape. While private temporary use projects, pop-ups, and even the phenomenon of tactical urbanism may be increasingly seen as a "win-win" in terms of the capital and social value they can provide to real estate developers and local citizens, these projects challenge notions of permanence and centralized authorship when they attempt to influence city planning outcomes, which can be deeply unsettling for adherents to the traditional urban design and planning process.

So what are the accessible alternatives to planning practice? While remaining distinct, there are common approaches that emerge in the projects: the creation of "loose" space and events that can invite and inspire users and infuse places with imagined new conditions (Raumlabor's projects; Urban Catalyst's original vision for NDSM Wharf.) The strategic use of "meanwhile" time to align immediate uses with temporal crawl spaces either to provide desired amenities (LentSpace) or to pave the way for new concepts (Tempelhof) is another relevant point of overlap. Temporary use can provide context for more meaningful user engagement than a traditional planning process, but perhaps this engagement is more difficult to practically incorporate if it is solicited at the scale of the individual user. Les Grands Voisins relied heavily on the facilitating influence of intermediate groups, which managed the temporary use, consolidated it, measured its success, and advocated for its value and extension. Nearly every case study in some way reinforces the importance of prioritizing local context and place-based knowledge, with different suggested means of capturing and applying (Life With Landbanking and Holding Pattern; Making Space Dalston.) Many projects do not fully break with seemingly unavoidable top-down authorities and market conditions (LentSpace, NDSM) or at least rely on certain top-down influences to preserve and project their influence.

Certain limitations in the scope of outcomes that temporary planning has been able to address are also observable. Socioeconomic considerations dominate temporary use planning as a barometer for diversity, and of the case studies examined in Part II of this thesis, only Les Grands Voisins made diversity and inclusion a stated goal (which it was able to reach during its period of temporary use but is unlikely to extend to the same extent during the next, more permanent phase due to the market pressures.) Few of the temporary use projects studied were delivered to ethnically and racially heterogeneous user groups and even fewer mention multi-age participation specifically, as a desired outcome. No single project explicitly sought to address or promote diversity in mobility types, gender expression, or physical ability. No project directly took on the challenge of adapting cities or preparing them for climate change (despite the obvious connections to be made between strategically programming coastal areas with uses which are aligned to the time remaining before they become waterlogged or submerged.)

Finally, cultural advocacy and political commitment to an alternative planning process is also crucial to its success. Inevitably, a city's unique values, standards, and expectations will emerge in the planning process, and this is ultimately a determinant factor in the impact temporary use

can have. The physical presence of users-while a unique and valuable aspect of the temporary planning process-does not equate to having a seat at the planners' table. Public authorities still hold the power to decide whether and which temporary uses become permanent. Cities have moral and ethical heritage, and their cultural values will persist in determining most outcomes, no matter what the mode of planning is. For those cities with the courage and political leverage to plan through temporary use, Urban Catalyst hs some initial practical recommendations for their planners: "[the] municipality can become an enabler, removing hurdles and obstacles and acting as an arbiter in situations of conflict between temporary users and property owners. The municipality can also directly initiate temporary use by legally backing financial risks such as loans, by giving access to its vast and often vacant premises or by formally involving temporary users in urban planning processes" (Oswalt, 2013).

The case studies' recurring themes of activation, participatory placemaking, and transition by iteration can be united in a single approach when layered on top of one another and braced by this final, foundational layer of municipal commitment to the temporary planning process. The seemingly disparate tactics employed by firms, users, and community groups to deliver temporary uses may be thus be repurposed and reapplied through a stacking process: municipal frameworks support and regulate a scheme for networking and activation, which in turn supports participatory placemaking, which upholds an iterative transitional process, embedding user inputs into the creation of the built environment. This layered approach can be stacked repeatedly, with subsequently-added municipal frameworks supporting new mechanisms for activation, new variations on placemaking, and renewed iteration. Recommendations for how to navigate through these layers and other practical recommendations for a concerted temporary planning process are discussed further in the next chapter.

III: The temporary planning toolkit

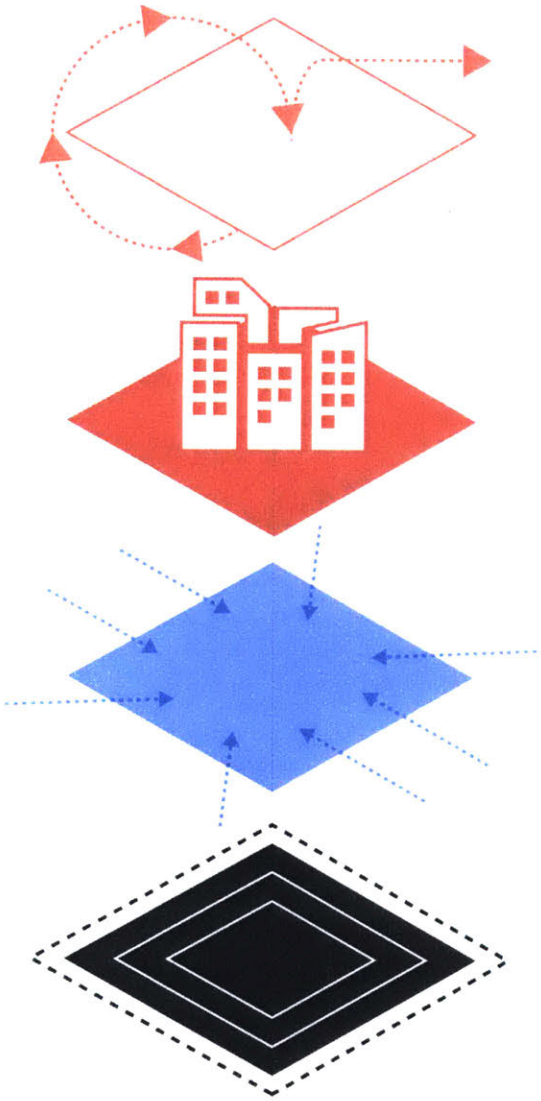
The temporary planning toolkit is a set of planning tools which can be combined, adapted, and re-ordered as an alternative to more traditional methods of urban planning. This approach has been used to address a range of urban planning and development goals from raising real estate value and stimulating development, to promoting diversity and affordability, creating economic opportunity and prosperity, fostering communities of creative entrepreneurs, and evolving more sustainable urban forms. Temporary planning does not necessarily result in less permanent outcomes, but instead proposes an alternative way defining and achieving these outcomes by leveraging interim timescales in the development process and potentially engaging more meaningful user participation.

It is challenging to describe a generic process for planning through temporary use, because temporary use planning, unlike traditional planning, relies on cultivating a relatively open-ended set of outcomes, and reacting to them in an ongoing way. Some processes may "loop back" on themselves several times, iterating in several forms as a means of prototyping new concepts. Others may take a more linear approach, compounding feedback into gradually more permanent outcomes over time. This toolkit is organized into thematic layers, each made up of several tools for managing the process of planning through temporary use. Location type, physical site limitations, public authority approaches and formalized evaluative metrics will all help to determine the tools which are needed to drive a particular project forward at each new phase.

Toolkit layers

- Regulatory Frameworks & Municipal Resources: foundational frameworks for supporting a temporary planning process including municipal databases and permitting, zoning, legal, and financial tools.
- Mechanisms for Activation: practical means for making temporary spaces accessible, inviting temporary users into these spaces, and engaging with their activities.
- Appropriation & Placemaking: tools for enabling users to actively shape their spaces through collaboration.
- Iteration/Transition: tools to perpetuate momentum and maintain a connection between

A LAYERED TOOLKIT FOR TEMPORARY USE PLANNING



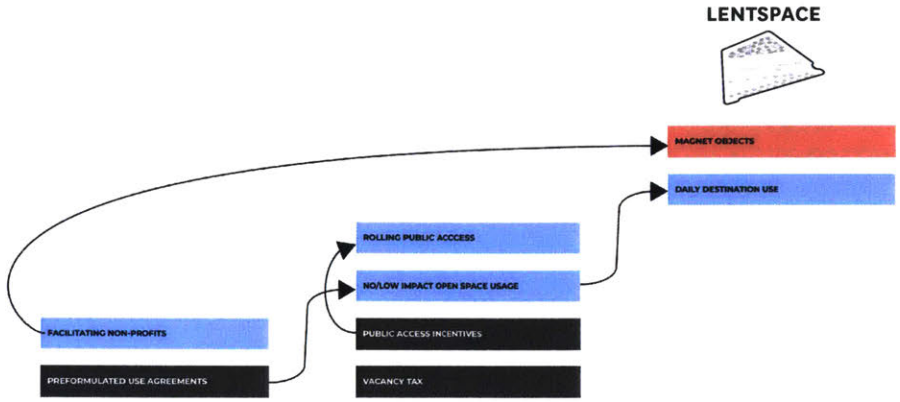
Iteration/Transition

Appropriation + Placemaking

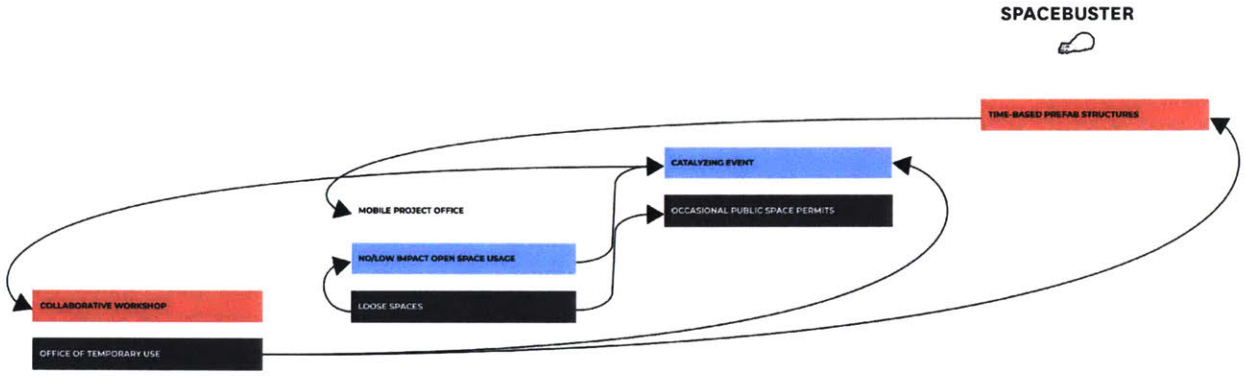
Mechanisms for Activation

Regulatory Frameworks + Municipal Resources

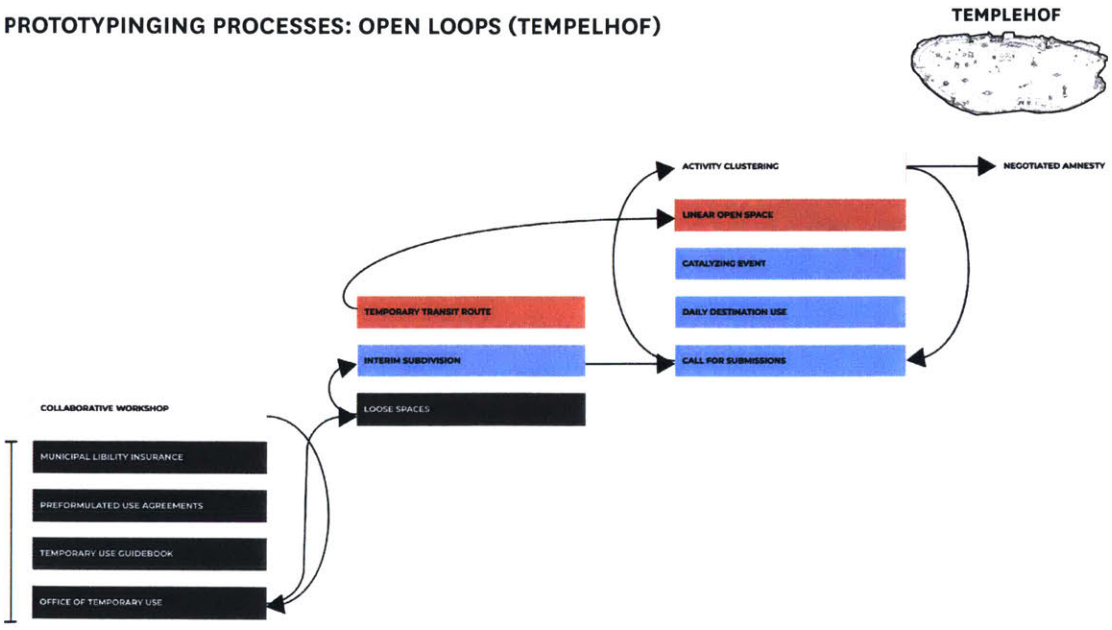
MEANWHILE PROCESSES: LINEAR (LENTSPACE)



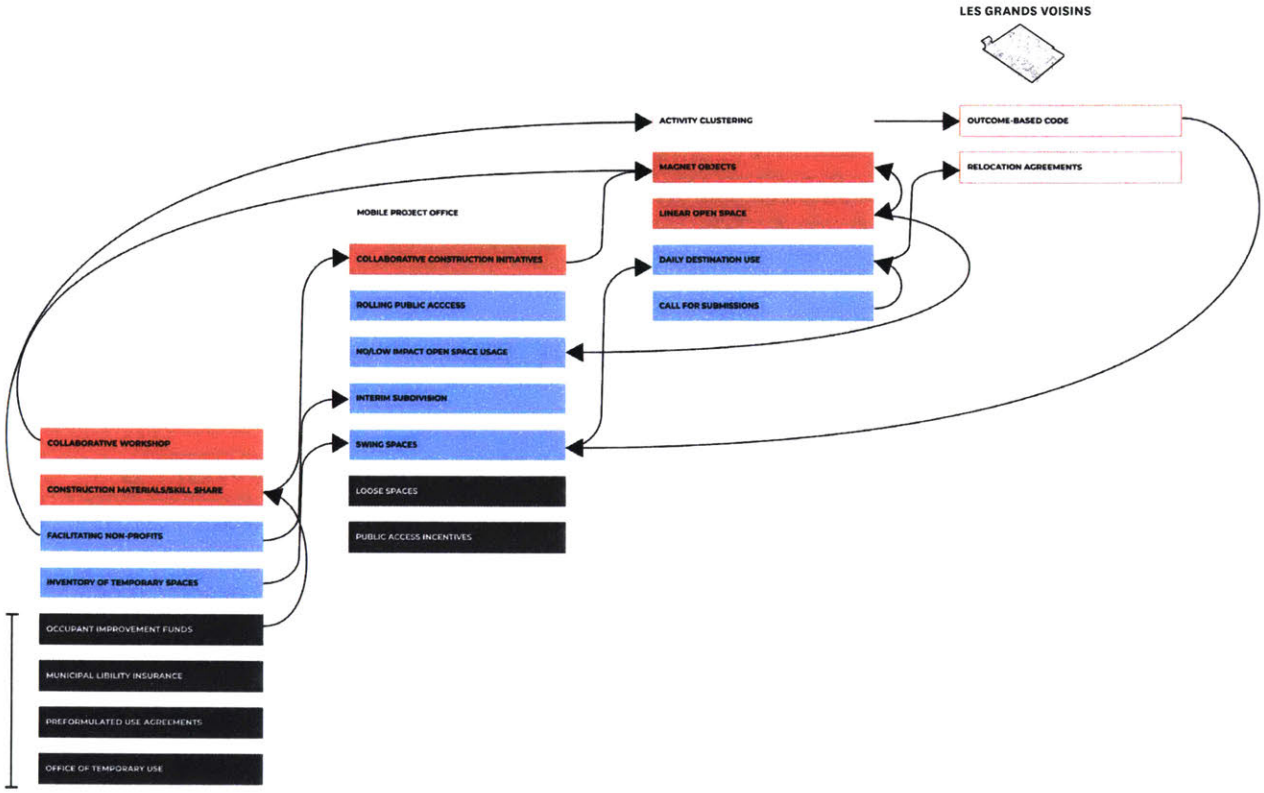
INCUBATING PROCESSES: CLOSED LOOPS (SPACE BUSTER)



PROTOTYPINGING PROCESSES: OPEN LOOPS (TEMPELHOF)



COMPREHENSIVE PROCESSES: MIX OF LINEARITY, OPEN + CLOSED LOOPS (LES GRANDS VOISINS)



user feedback and development. Among these tools are mechanisms for measuring, scaling, and questioning the results of a planning process while steering it towards desired outcomes. Additionally, tools are provided in order to equitably and transparently transition temporary use projects to their conclusion. Ideally, transitional tools help to embed the insights and iterated products of a temporary planning process into the (typically more permanent) program that will follow.

Terms

- Temporary Activities: commercial, recreational, residential, cultural, industrial, or other uses which are conducted on an ephemeral, interim, or provisional basis
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- Temporary Use Agreements: the terms of temporary use including but not limited to the type of temporary activity and duration of the term of temporary occupancy which is mutually agreed to by both Temporary Actors and their Temporary Hosts, ideally in writing.
- Temporary Occupancy: presence in a space with the legal purpose of conducting temporary activities

Tools

Regulatory Frameworks + Municipal Resources

- Temporary Overlay District Specified land use code which allows noncompliant uses that are sunsetted after a determined amount of time. In order to install a temporary use, owners and occupants of a given parcel apply for approval based on criteria which ensures that the temporary use is not in conflict with public health, safety and welfare. Once approval is received the new, previously noncompliant use "falls" and the site may be used for a mutually agreed-upon duration. For any existing zoning ordinance already containing language to allow for temporary use, in order to facilitate experimentation and public participation in determining future uses of an urban development, the ordinance's definition of "temporary use" could be amended to include:
    - temporary use as an experimental process

to test the viability of uses that are considered too nuisance-bearing for their neighborhoods as currently zoned

- public participation in a collaborative occupation period which serves as a visioning process for how the land will be zoned and used in the future
- temporary use which alters the physical state of a site further than the installation of temporary signage and responds to an ephemeral need in the neighboring community

► Preformulated Use Agreements Public, vetted, and re-usable standard contracts for temporary users of all types (commercial, non-profit, residential, and open-space) and land owners/ developers allowing for transparent and efficient negotiation of the terms of temporary occupancy at multiple scales and durations. Facilitates efficiency and consistent expectations for temporary occupancy and helps to avoid arbitration upon conclusion of the term of use.

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► Dynamic Permitting Permit to occupy a land parcel and/or building according to use duration (as opposed to use intensity, i.e traditional land use code.) Shortest-term permits are more rapidly granted while long-term permits are automatically granted after the successful expiration of a minimum number of short-term permits. Implicitly engages community feedback in the determination of future land uses.

► Public Access Incentives (see Rolling Public Access) Incentives given to land owners or developers who maintain a minimum (eg. 30% or more) publicly accessible portion of their parcels during focused construction period, off-season, or downtime on a project. Could be dispersed in the form of monetary grants or other financial benefits (eg. waived fees or lowered taxes) OR delivered in the form of priority consideration for public land grants, expedited approvals, or relaxed requirements on use or form.

► Occupant Improvement Funds Funds set aside by local governments or as required exactions on property developers to finance incremental developments and maintenance costs incurred by temporary occupants to a site or building. Can be paid out as reimbursements upon request, lump sums upon entrance into a temporary occupancy contract, or regular fees paid to occupants of the space.

- Municipal Liability Insurance Insurance offered through local governments to temporary occupants and their land-owning counterparts so as not to jeopardize the emergence of temporary uses on the basis of liability.
- Free-Flow Permitting (see Swing Spaces) Temporary use permits automatically granted to approved temporary actors who do not occupy any space permanently and instead "flow" from space to space upon completion of their terms of temporary occupancy. Can be used in combination with "Swing Spaces".)
- Adjacency Permits (see Time-Based Prefabricated Structures) Temporary use permits for limited, specific times, granted approving uses which are consistent with the adjacent, permanent use. Allows for rapidity of agglomeration and development of local micro-economies at diverse scales and timeframes. Duration of adjacency permits may be coordinated with the development of Time-Based Prefabricated Structures (eg. open-air market stalls with daylong permits to operate next to a shopping center.
- Vacancy Taxes/Fees (see Inventory of Temporary Spaces) Financial penalty paid either in the form of annual taxes or fees paid to a dedicated fund on land owners holding vacant land not actively in the process of development (ie landbanking.) Encourages landowners to enter into temporary use agreements and leverage temporary activities to avoid paying additional fees. For instances where vacancy is due to a dearth of investors or capital, mere listing of vacant sites within the city's Inventory of Temporary Spaces.
- Limited Landbanking Municipal purchase of unused land for the purposes of growth management and/or speculation. Facilitates temporary activities if the landbanking occurs in parallel to the listing of "banked" land parcels within the Inventory of Temporary Spaces and these spaces become available to temporary occupants at discounted rents. May be practiced in combination with any number of temporary permitting types.
- Office Of Temporary Use Municipal department dedicated to the maintenance of temporary use resources and inventory of temporary spaces, promotion of temporary activities, negotiations and arbitration between actors, and/or seeking out strategic partnerships for temporary use to occur.
- Occasional Public Space Permits Easements for occasional use or gathering on publicly or privately owned space that is consistently unused (eg. school playgrounds, public lawns, and sporting facilities.) Can be offered in exchange for more municipal funding to these locations, or as a means of addressing a lack of public gathering space.

- Breeding Places Funds Alignment of seed investor funding and temporary workspace space for budding businesses to incubate entrepreneurship and small businesses for the duration of their occupation of a temporary space. Funding is strategically linked to the duration in order to support rapid growth of small businesses during the period of time that they also benefit from temporary workspace and contribute to a location's temporary program.
- Loose Spaces Strategic land use reservation of temporarily unprogrammed space within development plan, intended to foster and preserve emergent, spontaneous, and transient uses not supported by market-driven development but valued based on their dynamic influences. (Based on the "Loose Space" concept by Karen Franck.)

Mechanisms for Activation

- No/Low Impact Open Space Usage Permit to occupy a space temporarily as long as the temporary activities planned create little or no lasting physical impact on the site (eg. raised beds for gardening which can be easily removed.)
- Interim Subdivision Division of land or buildings into smaller parcels for the purposes of facilitating temporary occupancy by multiple actors. Subdivision may be undertaken by a Facilitating Non-Profit, Office of Temporary Use, Temporary Host or Temporary Actors and dissolved at the end of the term of Temporary Occupancy. Provides for diversity in the physical footprint, frequency, and duration of temporary activities within a single site.
- Facilitating Non-profits Supported formation of not-for-profit entities which are tasked with mediating, maintaining, and facilitating temporary use projects on a city's behalf and may act as a central point of contact for the city, landowners, and temporary actors. Facilitating non-profits may take on responsibility and/or liability insurance in order to facilitate temporary activities.
- Inventory of Temporary Spaces Publicly-accessible catalog of a city's temporary spaces. Ideally includes location, minimum spatial specifications (square footage/acreage, surface coverage and ceiling heights,) available time frame, and pre-approved temporary uses for each space. May also include relevant documentation, images, floorplans, and/or use agreements, as well as contact information for the owner or manager of each property to facilitate temporary use agreements between interested parties.
- Swing Spaces (see Free-Flow permits, Dynamic Permitting) Spaces which become available for occupation for limited durations which are

pre-determined and can be renewed should Temporary Hosts and Temporary Users desire. While Swing Spaces have no specified use and can therefore support a radical mixture of uses, the duration of time for which they are available is the determining factor in how they are occupied (as opposed to intensity, ie traditional land use.) Swing Spaces may be managed through "Dynamic Permitting."

- Call for Submissions Process by which a city, land owner, or facilitating non-profit solicits requests for space in an open- or targeted-process. The requests may detail a proposal for how temporary actors plan to alter and/or use the space. Successful proposals may be chosen privately or publicly as part of a judged competition, public voting, or through a closed selection process. Once their proposals are selected, temporary actors are permitted to occupy the agreed-upon spaces according to the terms of temporary use agreements with the spaces' owners.
- Temporary Transit Routes Extension of temporary transportation services to and from a temporary use site in order to place it on the mental map of potential users and visitors to the site as well as to facilitate the site's activation and occupation. This transportation route can be re-evaluated as temporary uses on the site are activated, iterated upon, and/or consolidated and transitioned over time and be used as a means of vetting potential future transportation routes in support of transit-oriented development.
- Daily Destination Use (see Civic/Institutional Overflow, Adjacency Permits) Establishment of an temporary use which promotes users to visit a site on a daily basis (eg. commercial office or public services.) This "anchor" use may sought through a strategic partnership with private or public institutions in need of overflow space or seeking to reduce overhead through temporary occupancy at a reduced rent. Once established, the Daily Destination Use may also facilitate the desire for Adjacency Permits, whose occasional temporary activities will benefit from a regular influx of users.
- Civic/Institutional Overflow Partnership between land holders and public or private institutions which require overflow or temporary relocation space in order to conduct their activities. Instead of securing or building new permanent spaces to accommodate their needs, these institutions instead are provided with the needed space temporarily through temporary use agreements. These institutions may choose to transition their overflow spaces into more permanent satellite locations, depending on the terms of the use agreement and projected future use of the temporary use sites.
- Catalyzing Event (see Public Engagement

Objects) Activation of a space for temporary use through a public event which serves to both attract visitors and place the location on the mental map of potential users. The event may be recurring so as to re-activate the space at strategic moments or maintain interest, or it may be a one-time occurance. Placemaking objects created in support of the event (eg. benches, barriers, plantings, or platforms) may be developed and deployed as Public Engagement Objects.

- Rolling Public access (see Public Access Incentives) Establishment of public access within a site during focused construction period, off-season, or downtime during which the site is otherwise vacant. As construction or occupancy of the site for permanent activities shifts spatially over time, so too may public access shift in terms of what space is physically accessible, what times of day or year it may be accessed, and/ or the frequency and duration for which it may be temporarily occupied (eg. transitioning from a park or temporary building occupation, to a linear route by which users may pass with visual access to the rest of the site.)

Appropriation + Placemaking

- Linear Open Space Reservation of open space which functions as a linear corridor for movement to or across a site during peak transit hours and transitions into open space which is usable for temporary activities at other times of day.
- Materials/ Skill Share Establishment of materials and skillshare networks for users of a temporary site to facilitate low-cost construction of physical interventions and structural improvements to a temporary use site. Supplemental recycled and/ or low cost materials may be made available to temporary actors prior to installation on the site or actors may simply rely on the established networks in order to access and exchange materials and construction skills.
- Collaborative Construction Event-like involvement of local community members in the construction of physical interventions on a temporary use site in order to facilitate temporary activities there. Serves as a means of involving local citizens, creating awareness, starting dialogue about the future of the site with its former or existing users, soliciting local knowledge and feedback on temporary uses, and establishing skillshare networks for further construction.
- Magnet Objects Provision of objects in public open space with multiple, open-ended uses (eg. platform, archway, pier) which serve to catalyze spontaneous or planned temporary activity. Objects can be reused across multiple time frames and for various durations due to

their broad appeal. Additionally, magnet objects may be municipally-owned and transferred from site to site according to need. (Based on the "Magnets" concept by Cedric Price.) Example: Making Space Dalston

- Public Engagement Objects (see Public Catalyzing Event, Civic/Institutional Overflow) Creation of public objects (eg. benches, barriers, plantings, or platforms) for temporary use which also relate to local community needs and can be transferred to the community once the objects have served their temporary purpose. The informing "needs" may be determined and expressed through Collaborative Workshops or other public forums which match local individuals, businesses, institutions or other community groups to the temporary actors who will provide the objects. This process creates implicit community engagement, shared stakeholdership and public benefit from temporary placemaking efforts carried out in order to facilitate temporary uses.
- Time-Based Prefabricated Structures (see Adjacency Permits, Dynamic Permitting) Alignment of timeframes imposed through temporary permitting practices to align with the creation of prefabricated building types and/or open-source building instructions. Suggested materials and construction techniques may also be brought into further alignment with the time frames allotted to temporary permits. (eg recyclable cardboard used to create standardized temporary structures for market stalls benefitting from one-day permits.) May be used to support temporary activities resulting from Adjacency Permits or Dynamic Permitting.

Iteration/Transition

- Collaborative Workshop Event-like public engagement forum during which community members may enter a space and engage, through facilitated activities, mapping, brainstorming, and/or discussion, in a visioning process to help determine future uses of a site.
- Relocation Agreements Agreement to support or facilitate the relocation of successful temporary activities, reached with temporary users of a site upon the completion of the term of temporary occupancy. Relocation agreements may be included as a pre-agreed conditions of a temporary use agreement or negotiated at a later stage of a temporary activity lifecycle, based on financial success, local support, or other factors. By "relocating" successful temporary activities either to new locations within the site of temporary use or elsewhere (for example, to a new temporary use site) the momentum, economic gain, and/or social benefit of these temporary activities is not entirely lost for the temporary users. Furthermore, future

temporary users and initiators are not deterred from participating in temporary use due to the precarity of future conditions.

- Activity Clustering Assessment and support of social or economic micro-networks which have developed as a result of a temporary use project with multiple actors. May occur once or periodically throughout the lifetime of a temporary use project and may result in the reassignment of space according to use type in order to encourage further agglomeration of activity.
- Standardized Impact Reports Creation of consistent, standard assessment of impact and activity of temporary use projects according to normalized as well as contextually-relevant metrics. May be administered by the Office for Temporary Use, Facilitating Non-Profits, temporary hosts, or temporary actors. Contributes to a comprehensive and transferrable body of knowledge of temporary activities and their positive and negative effects and provides context for possible extension or assimilation of temporary activities into a permanent plan.
- Negotiated Amnesty Assimilation of temporary activities and users, including illegal ones, into a permanent use profile based on the desirability of these uses or users according to local demand.
- Local Knowledge Tours Temporary use of a space for the duration of a walking tour during which past, current, and future prospective users of a space observe and share their knowledge and intentions for the space. This local knowledge may be shared through real-time dialogue or through pre-recorded messages which users may listen to as audio guides to the space, or overlaid with digital imagery through augmented reality technology.
- Outcome-based code Adaptation of land use code as a response to temporary activities which have occured, incorporating the influences and successful activities which have taken place. May include the assimilation of temporary uses and specific actors more permanently and beyond the originally agreed-upon term of temporary occupancy or merely the adaptation of existing code according to the use profiles which emerged as the outcome of temporary activities across a site.
- Simulator For Temporary Program Simulation tool, either physical or digital, which permits planners, and other interested parties to model and predict which temporary uses will be installed at the various locations of a temporary use site and across a city, ideally surfacing potential opportunities based on recognized patterns of use over time.
- Mobile Project Office Creation of a physical

office which houses management of temporary uses and centralizes communication about the temporary use site. The project office may physically move in accordance with the physical condition and phases of construction of the site.

Temporary Use Toolkit

FOR URBAN PLANNERS + DESIGNERS

What's the Use of Temporary Use?

Temporary use planning does not necessarily result in less permanent development outcomes, but instead proposes an alternative way defining and achieving these outcomes by leveraging interim timescales in the urban development process and potentially engaging more meaningful user participation.

The temporary planning toolkit is a set of planning tools which can be combined, adapted, and re-ordered as an alternative to more traditional methods of urban planning. This approach has been used to address a range of urban planning and development goals from raising real estate value and stimulating development, to promoting diversity and affordability, creating economic opportunity and prosperity, fostering communities of creative entrepreneurs, and evolving more sustainable urban forms.

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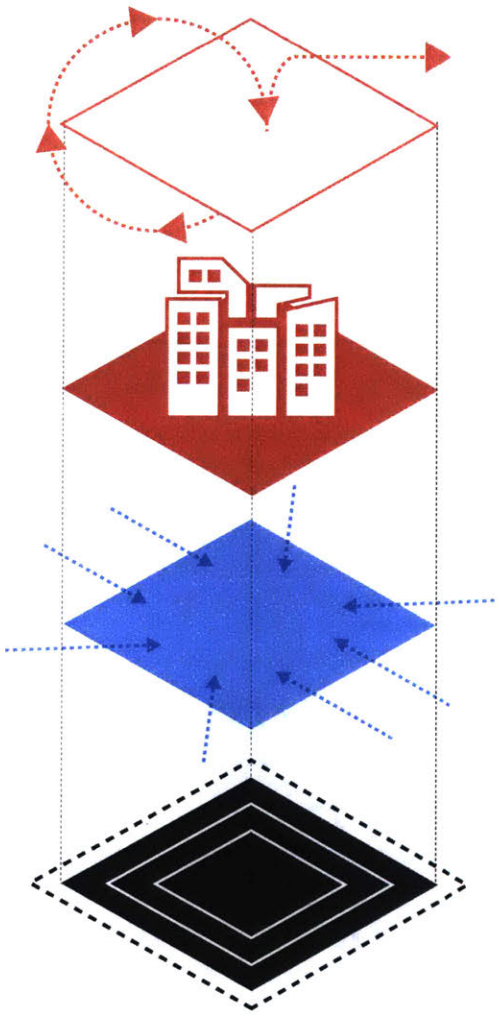

Iteration/Transition

(PAGE 15)

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Appropriation + Placemaking

(PAGE 12)

Tools for enabling users to actively shape their spaces through collaboration.

Mechanisms for Activation

(PAGE 8)

Practical means for making temporary spaces accessible, inviting temporary users into these spaces, and engaging with their activities.

Regulatory Frameworks + Municipal Resources

(PAGE 4)

Foundational frameworks for supporting a temporary planning process including municipal databases and permitting, zoning, legal, and financial tools.

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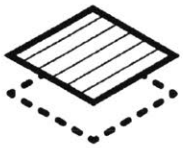

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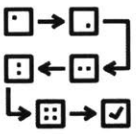

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Occasional Public Space Permits

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(see Inventory of Temporary Spaces) Financial penalty paid either in the form of annual taxes or fees paid to a dedicated fund on land owners holding vacant land not actively in the process of development (ie landbanking.) Encourages landowners to enter into temporary use agreements and leverage temporary activities to avoid paying additional fees. For instances where vacancy is due to a dearth of investors or capital, mere listing of vacant sites within the city's Inventory of Temporary Spaces.

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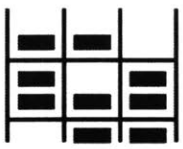

Limited Landbanking

Municipal purchase of unused land for the purposes of growth management and/or speculation. Facilitates temporary activities if the landbanking occurs in parallel to the listing of "banked" land parcels within the Inventory of Temporary Spaces and these spaces become available to temporary occupants at discounted rents. May be practiced in combination with any number of temporary permitting types.

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Precedents

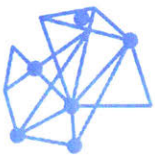
Loose Space Templehof, Berlin
(Raumlabor)

Public Access Incentives No/Low Impact Use
LentSpace, NYC (Interboro Partners)

Occupant Improvement Funds NDSM, Amsterdam
(Kinetisch Noord)

Preformulated Use Agreements 596 Acres, NYC
(Living Lots NYC)

Mechanisms for Activation



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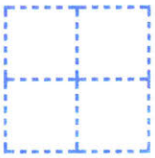
Supported formation of not-for-profit entities which are tasked with mediating, maintaining, and facilitating temporary use projects on a city's behalf and may act as a central point of contact for the city, landowners, and temporary actors. Facilitating non-profits may take on responsibility and/or liability insurance in order to facilitate temporary activities.

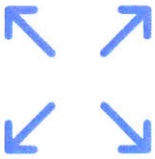


Interim Subdivision

Division of land or buildings into smaller parcels for the purposes of facilitating temporary occupancy by multiple actors. Subdivision may be undertaken by a Facilitating Non-Profit, Office of Temporary Use, Temporary Host or Temporary Actors and dissolved at the end of the term of Temporary Occupancy. Provides for diversity in the physical footprint, frequency, and duration of temporary activities within a single site.

Inventory of Temporary Spaces

Publicly-accessible catalog of a city's temporary spaces. Ideally includes location, minimum spatial specifications (square footage/acreage, surface coverage and ceiling heights,) available time frame, and pre-approved temporary uses for each space. May also include relevant documentation, images, floorplans, and/or use agreements, as well as contact information for the owner or manager of each property to facilitate temporary use agreements between interested parties.

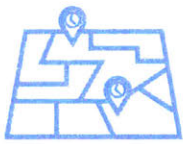


No/Low Impact Open Space Use

Permit to occupy a space temporarily as long as the temporary activities planned create little or no lasting physical impact on the site (eg. raised beds for gardening which can be easily removed.)

Civic/Institutional Overflow

Partnership between land holders and public or private institutions which require overflow or temporary relocation space in order to conduct their activities. Instead of securing or building new permanent spaces to accommodate their needs, these institutions instead are provided with the needed space temporarily through temporary use agreements.



Swing Spaces

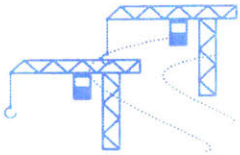
(see Free-Flow permits, Dynamic Permitting) Spaces which become available for occupation for limited durations which are pre-determined and can be renewed should Temporary Hosts and Temporary Users desire. While Swing Spaces have no specified use and can therefore support a radical mixture of uses, the duration of time for which they are available is the determining factor in how they are occupied (as opposed to intensity, ie traditional land use.) Swing Spaces may be managed through "Dynamic Permitting."

Call for Submissions

Process by which a city, land owner, or facilitating non-profit solicits requests for space in an open- or targeted-process. The requests may detail a proposal for how temporary actors plan to alter and/or use the space. Successful proposals may be chosen privately or publicly as part of a judged competition, public voting, or through a closed selection process. Once their proposals are selected, temporary actors are permitted to occupy the agreed-upon spaces according to the terms of temporary use agreements with the spaces' owners.

Catalyzing Event

(see Public Engagement Objects) Activation of a space for temporary use through a public event which serves to both attract visitors and place the location on the mental map of potential users. The event may be recurring so as to re-activate the space at strategic moments or maintain interest, or it may be a one-time occurance. Placemaking objects created in support of the event (eg. benches, barriers, plantings, or platforms) may be developed and deployed as Public Engagement Objects.

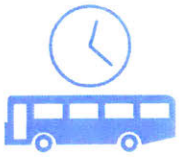


Rolling Public Access

(see Public Access Incentives) Establishment of public access within a site during focused construction period, off-season, or downtime during which the site is otherwise vacant. As construction or occupancy of the site for permanent activities shifts spatially over time, so too may public access shift in terms of what space is physically accessible, what times of day or year it may be accessed, and/or the frequency and duration for which it may be temporarily occupied (eg. transitioning from a park or temporary building occupation, to a linear route by which users may pass with visual access to the rest of the site.)

Daily Destination Use

(see Civic/Institutional Overflow, Adjacency Permits) Establishment of an temporary use which promotes users to visit a site on a daily basis (eg. commercial office or public services.) This "anchor" use may sought through a strategic partnership with private or public institutions in need of overflow space or seeking to reduce overhead through temporary occupancy at a reduced rent. Once established, the Daily Destination Use may also facilitate the desire for Adjacency Permits, whose occasional temporary activities will benefit from a regular influx of users.



Temporary Transit Routes

Extension of temporary transportation services to and from a temporary use site in order to place it on the mental map of potential users and visitors to the site as well as to facilitate the site's activation and occupation. This transportation route can be re-evaluated as temporary uses on the site are activated, iterated upon, and/or consolidated and transitioned over time and be used as a means of vetting potential future transportation routes in support of transit-oriented development.

Precedents

Swing Spaces Les Grands Voisins, Paris (Plateau Urbain)

Civic/Institutional Overflow New York Trapez School NYC (New York Trapez School)

No/Low Impact Use LentSpace, NYC (Interboro Partners)

Catalyzing Event Making Space Dalston, Hackney (muf architecture/art)

Appropriation + Placemaking

Linear Open Space

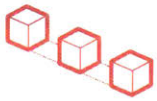
Reservation of open space which functions as a linear corridor for movement to or across a site during peak transit hours and transitions into open space which is usable for temporary activities at other times of day.

Materials/ Skill Share

Establishment of materials and skillshare networks for users of a temporary site to facilitate low-cost construction of physical interventions and structural improvements to a temporary use site. Supplemental recycled and/or low cost materials may be made available to temporary actors prior to installation on the site or actors may simply rely on the established networks in order to access and exchange materials and construction skills.

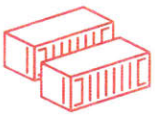
Magnet Objects

Provision of objects in public open space with multiple, open-ended uses (eg. platform, archway, pier) which serve to catalyze spontaneous or planned temporary activity. Objects can be reused across multiple time frames and for various durations due to their broad appeal. Additionally, magnet objects may be municipally-owned and transferred from site to site according to need. (Based on the "Magnets" concept by Cedric Price.)



Public Engagement Objects

(see Public Catalyzing Event, Civic/Institutional Overflow) Creation of public objects (eg. benches, barriers, plantings, or platforms) for temporary use which also relate to local community needs and can be transferred to the community once the objects have served their temporary purpose. The informing "needs" may be determined and expressed through Collaborative Workshops or other public forums which match local individuals, businesses, institutions or other community groups to the temporary actors who will provide the objects. This process creates implicit community engagement, shared stakeholdership and public benefit from temporary placemaking efforts carried out in order to facilitate temporary uses



Time-Based Prefab Structures

(see Adjacency Permits, Dynamic Permitting) **Alignment of timeframes imposed through temporary permitting practices to align with the creation of prefabricated building types and/or open-source building instructions. Suggested materials and construction techniques may also be brought into further alignment with the time frames allotted to temporary permits. (eg recyclable cardboard used to create standardized temporary structures for market stalls benefitting from one-day permits.) May be used to support temporary activities resulting from Adjacency Permits or Dynamic Permitting.**

Collaborative Construction

Event-like involvement of local community members in the construction of physical interventions on a temporary use site in order to facilitate temporary activities there. Serves as a means of involving local citizens, creating awareness, starting dialogue about the future of the site with its former or existing users, soliciting local knowledge and feedback on temporary uses, and establishing skillshare networks for further construction.

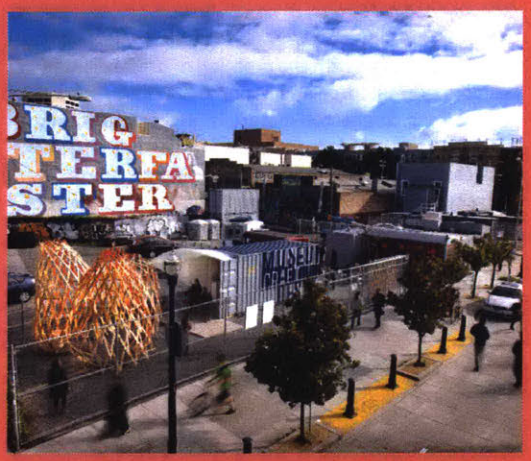
Case Studies

Collaborative Construction Folly for a Flyover, London (Assemble)

Public Engagement Objects Holding Pattern, NYC (Interboro Partners)

Case Studies (continued)

Linear Open Space Paris Plage, Paris
(City of Paris)

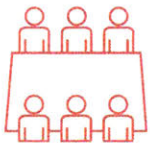


Magnet Objects Proxy Project, San Francisco
(Proxy Project)

Time-Based Prefab Structures bed by night,
Hanover (bed-by-night.de)

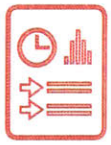
Materials/Skill Share Eichbaum, Mülheim (Raumlabor)

Iteration/Transition



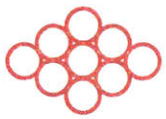
Collaborative Workshop

Event-like public engagement forum during which community members may enter a space and engage, through facilitated activities, mapping, brainstorming, and/or discussion, in a visioning process to help determine future uses of a site.



Standardized Impact Reports

Creation of consistent, standard assessment of impact and activity of temporary use projects according to normalized as well as contextually-relevant metrics. May be administered by the Office for Temporary Use, Facilitating Non-Profits, temporary hosts, or temporary actors. Contributes to a comprehensive and transferrable body of knowledge of temporary activities and their positive and negative effects and provides context for possible extension or assimilation of temporary activities into a permanent plan.

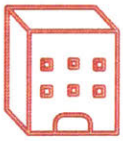


Activity Clustering

Assessment and support of social or economic micro-networks which have developed as a result of a temporary use project with multiple actors. May occur once or periodically throughout the lifetime of a temporary use project and may result in the reassignment of space according to use type in order to encourage further agglomeration of activity.

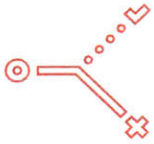
Local Knowledge Tours

Temporary use of a space for the duration of a walking tour during which past, current, and future prospective users of a space observe and share their knowledge and intentions for the space. This local knowledge may be shared through real-time dialogue or through pre-recorded messages which users may listen to as audio guides to the space, or overlaid with digital imagery through augmented reality technology.



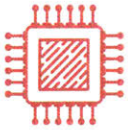
Mobile Project Office

Creation of a physical office which houses management of temporary uses and centralizes communication about the temporary use site. The project office may physically move in accordance with the physical condition and phases of construction of the site.



Outcome-based code

Adaptation of land use code as a response to temporary activities which have occured, incorporating the influences and successful activities which have taken place. May include the assimilation of temporary uses and specific actors more permanently and beyond the originally agreed-upon term of temporary occupancy or merely the adaptation of existing code according to the use profiles which emerged as the outcome of temporary activities across a site.

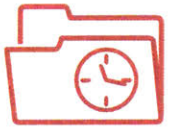


Temporary Program Simulator

Simulation tool, either physical or digital, which permits planners, and other interested parties to model and predict which temporary uses will be installed at the various locations of a temporary use site and across a city, ideally surfacing potential opportunities based on recognized patterns of use over time.

Negotiated Amnesty

Assimilation of temporary activities and users, including illegal ones, into a permanent use profile based on the desirability of these uses or users according to local demand.

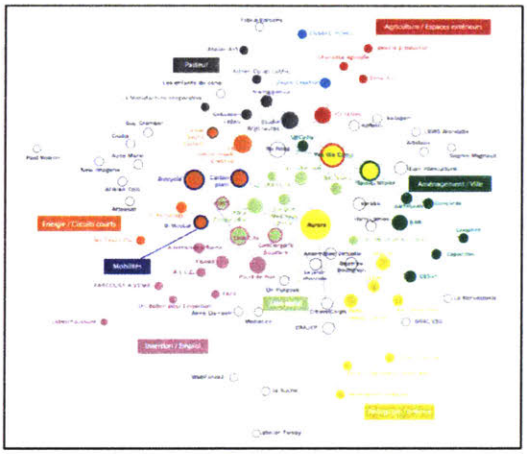


Relocation Agreements

Agreement to support or facilitate the relocation of successful temporary activities, reached with temporary users of a site upon the completion of the term of temporary occupancy. Relocation agreements may be included as a pre-agreed conditions of a temporary use agreement or negotiated at a later stage of a temporary activity lifecycle, based on financial success, local support, or other factors. By "relocating" successful temporary activities either to new locations within the site of temporary use or elsewhere (for example, to a new temporary use site) the momentum, economic gain, and/or social benefit of these temporary activities is not entirely lost for the temporary users. Furthermore, future temporary users and initiators are not deterred from participating in temporary use due to the precarity of future conditions.

Case Studies

Outcome-Based Code Park Fiction, Hambug
(Park Fiction)



Activity Clustering Les Grands Voisins, Paris
(Plateau Urbain)

Collaborative Workshop Spacebuster, NYC
(Raumlabor)

Mobile Project Office OpTreks, The Hague
(optrektransvaal.nl/)

IV: Temporary planning practice + futurism

The implementation of a temporary use-driven planning process is most coherently portrayed in specific, as opposed to general terms. Therefore: it's time to take out the temporary use toolkit, and see what its tools can build. The case of Quayside, Waterfront Toronto, and Sidewalk Labs provides a unique scenario in which to conduct a thought experiment on planning through temporary use by imagining a series of first moves in the process.

Political Context

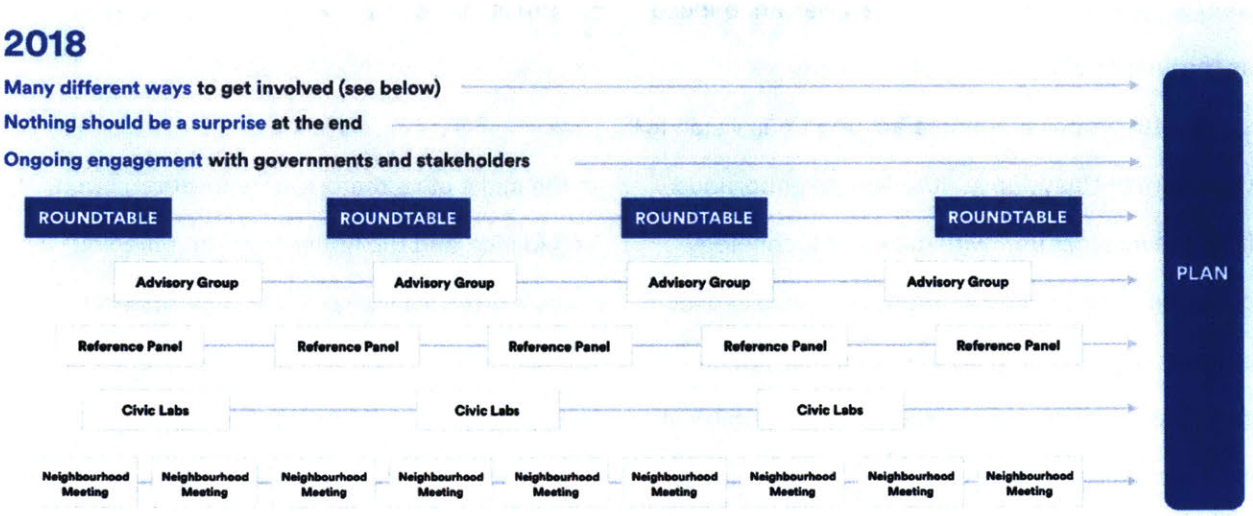
The corporation of Waterfront Toronto was created in 2001 to oversee and lead the renewal of Toronto's waterfront. Three levels of government fund this revitalization initiative (The Government of Canada, the Province of Ontario and the City of Toronto) which is expected to take at least 25 years and approximately $30 billion of private and public funding to complete. The process of transforming 2,000 acres of brownfield lands on the waterfront into "beautiful, sustainable mixed-use communities and dynamic public spaces," includes the projected creation of 40,000 residential units, one million square metres of employment space and 300 hectares of parks and public spaces. Additionally, one of the stated goals of Waterfront Toronto is "delivering a leading edge city-building model that seeks to place Toronto at the forefront of global cities in the 21st century" (Waterfront Toronoto, 2017).

In March 2017 Waterfront Toronto issued a request for proposals (RFP) to identify an innovation and funding partner in the development of one of its neighborhoods, Quayside. Quayside is a 12-acre development site situated along Toronto's eastern waterfront and within walking distance of the city's central business district. Comprising sites owned by Waterfront Toronto, the City of Toronto, and private stakeholders, the future neighborhood's 3.3 million developable square feet are a relatively small yet well-situated portion of the overall waterfront redevelopment project. The RFP's conditions for selection focused on sustainability, resilience, affordable housing, transit, building innovation, and economic opportunity, with the ambition that ideas piloted at Quayside would be "brought to scale across the waterfront, replicated in neighborhoods throughout Toronto — and, ideally, be adopted by cities around the world" (Sidewalk Labs, 2017).

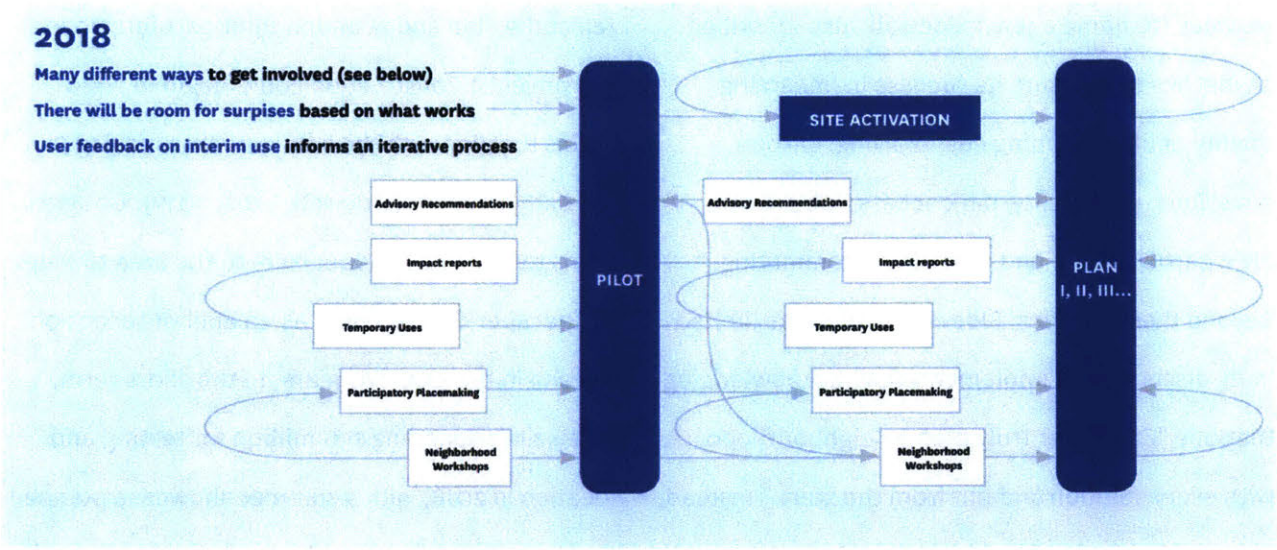
Seven months later, Sidewalk Labs (a subsidiary of Google parent company Alphabet) was announced as the winner of the RFP process. Sidewalk's successful proposal outlined an ambitious vision for the future of Quayside as "the first neighborhood from the Internet up," with data and technology-driven solutions aimed at improving every aspect of urban life through a layered approach which seamlessly meshes digital platforms with physical interventions (Sidewalk Labs, 2017). This "platform concept integrates digital, physical, and standards layers to form the baseline conditions for urban innovation," including driverless electric vehicles, onsite power generation, new building typologies and modes of transportation, dynamic and climate-adapted streetscapes, and sensor-activated city services (to name a few.) Sidewalk also identified 25 metrics to measure its success in impacting quality of life, including cost of living, carbon emissions, walkability, park access, job growth, civic participation, and time saved commuting. Beyond these metrics, Sidewalk's plan was limited in its discussion of implementation, acknowledging that one "Can never truly plan a neighbourhood with every solution laid out from the start." Instead, Sidewalk's strategy for achieving its innovation goals centered on the Lefebvrian concept of creating the ideal set of circumstances to foster new ideas, redefining what urban space can be by first re-imagining it: "give people the tools to create and experiment. This vision of Quayside as a platform for urban innovation is at the heart of Sidewalk's approach," (Sidewalk Labs, 2017).

In the midst of its rhetoric of innovation, open-endedness, and the future of urban planning, there is little discussion about how Sidewalk reimagines the process of public engagement or incorporates it into the digital product pipeline. In accordance with a traditional development and planning process, planning and public consultation on the Master Innovation and Development Plan (MIDP) will take place until early 2019, at which point the City of Toronto and Sidewalk Labs will mutually approve the terms of the Plan and move forward with its implementation (or, possibly reject the Plan and abandon their partnership in the project.) Construction could begin in 2020 in this timeline with the first residents moving in "as early as 2022" (Sidewalk Labs, 2017). Google plans to bring its headquarters to the area to help further spur development as an anchor tenant of the site in the next five years. In the short-term, Sidewalk is spending $50 million for testing and ideation in 2018, with a summer showcase planned to demonstrate future technology for the upcoming neighborhood. Currently, the terms of Sidewalk's framework agreement with Waterfront Toronto recal Arnstein's ladder when they specify that the MIDP "will be developed with robust consultation

CURRENT PLAN FOR PUBLC ENGAGEMENT (SOURCE: SIDEWALK LABS)



CONCEPTUAL PROPOSAL FOR PUBLC ENGAGEMENT THROUGH TEMPORARY USE



based on questions, concerns and ideas generated from open and transparent public engagement," (Waterfront Toronto, 2017). The proposed stages of this plan are boilerplate: a series of neighborhood meetings, charrettes, and roundtable discussions leading up to the release of the final Plan, which represents the final product of the public engagement process, as well as its conclusion. The proposed timeline for public engagement establishes a clear hierarchy and process which is almost comically linear and leaves little room for confrontation or adjustment, stating confidently that "Nothing should be a surprise at the end" (Waterfront Toronto & Sidwalk Labs, 2018).

There is obviously a difference between keeping local stakeholders in the loop and eliminating the benefits of a transparent creative process. Still, the tone and representation of its public engagement plan are illustrative of a broader conundrum for Sidewalk and its users: if urban innovation relies on experimentation and leveraging the unexpected, shouldn't there be many surprises at the end?

In failing to leverage the temporal crawl spaces between acquisition and proposal, proposal and development with a temporary use plan- Sidewalk and Waterfront Toronto miss a critical opportunity to innovate and iterate on unexpected inputs from current and future users of the site. This user feedback could provide valuable insights into the built environment which is later developed on the site, as well as the "digital layer" of technology solutions that can be scaled for use in other cities. But how to reconcile Sidewalk's projected tableau of an urban innovation center and rapidly evolving outcomes with its obligations to provide transparency and deliver on Waterfront Toronto's development metrics, as well as its own? The solution may lie in temporary planning. If Sidewalk and Toronto wished to engage in such a planning process, here is a proposal for how it might unfold:

Temporary Use Context

- Initiator type: Interest
- Location type: Currently Under-used
- Goal type: New Use Concepts
- Temporary Use Pattern: Consolidation/Pioneer
- Public Authority Approach: Consistent
- Strategy For Action: Initiate/Enable/Formalize
- Limitations: TBC

The identifiable temporary use typologies in the Quayside project will help to inform the relevant tools that are employed and a pathway forward through the temporary planning process. Throughout this process, feedback from users and the developing landscape of the site will shift its planning context. The site can currently be

classified as under-used but as the temporary use process unfolds it will become increasingly denser and more accessible (due to a Temporary Transit Route) and typical of an urban central location. While surfacing new use concepts is the immediate goal of Sidewalk and Waterfront Toronto, over time the project's central focus may potentially shift to maintaining a robust mechanism for participation, or placemaking (through Collaborative Workshops and Public Engagement Objects.) As the first temporary users chart a path forward and new use concepts become more coded in the built environment, the temporary use pattern will also evolve, becoming more about leveraging niche opportunities for temporary use as a catalyst amidst a backdrop of largely permanent program (Stand-In) or creating space and programmatic opportunities for rotating uses (Free-Flow.) The Public Authority Approach has been formally announced as consistent: municipal planning bodies at the local, regional, and national level have committed resources to seeing the project through. This context points to the potential for fully supporting the planning process through municipal frameworks (like a Temporary Overlay District and Office of Temporary Use) while drawing on various sources of funding (such as Occupant Improvement, and Breeding Places Funds). A consistent approach also enables multiple strategies of action which trade off in prominence over time: first initiating, then enabling, and ultimately formalizing temporary use activities (through Dynamic Permitting and Outcome-Based Code.)

Urban Context

Adjacent Master Plan

The master planning process for the adjacent waterfront areas has already been undertaken and must be taken into account. Proposed changes within the Quayside project should not contradict or directly resist this planning framework which has already been validated with some aspects of development already underway. Insights stemming from this planning framework, such as the identification of a nearby Film and Production activity cluster in the future McCleary district can be useful indicators of potential partnerships for activation and programming at the Quayside site.

Active Port

The Quayside project sits adjacent to an active port site which requires access for shipping vessels through the Keating Channel and Turning Basin. These access routes cannot be impeded through intervention on the site in the short- and mid-term but the existing maritime infrastructure may be leveraged to provide temporary access via the waterfront.

Ownership

The Quayside development site is comprised of multiple parcels with mixed ownership (City of Toronto, Waterfront Toronto, and private parties) which may require separate approaches based on these stakeholders' preferences.

Mobility New transit is currently planned to extend through the Quayside site and nearby area with the the Waterfront Transit Reset, RER, and Relief Lines. Street cars and multimodal pathways along Queen's Quay and a nearby transit hub on the planned Villiers Island will increase access and visibility of the site once they arrive, but these changes are still a while away. Currently the site is uneasily accessed via public transportation and walking and biking nearby present a minor safety hazard due to the minimal dedicated paths and signage. Crossing to the site beneath the nearby Gardiner Expressway on foot or bike is physically intimidating. However, the present lack of hierarchy or legibility of cross-cutting routes presents an opportunity to experiment with user-driven desired paths through and along the site.

Built Form

There is a dearth of physical structures currently located on the site, which is now mostly used for parking and docking for a few mid-size boats. The Victory Soya Mills Silo is the notable exception standing roughly six stories of windowless concrete cylinders–a visually striking symbol of the site's industrial heritage and potential wayfinding marker. However its architecture is not easily repurposed and will require significant refurbishment before it takes on another use. Otherwise, the western portion of the site contains five single-story buildings which are all currently occupied with commercial and transportation tenants: a Volvo dealership, lighting supply store, and electrician's office. The lack of unoccupied built structures on the site present a challenge in terms of installing temporary users or leveraging existing spaces for temporary events and programs. Interim and/or adaptable buildings will be required to house any such uses in the short term.

Edges

The elevated Gardiner Expressway on the site's northern edge presents a formidable barrier–both physically and psychologically. Neighboring streets Cherry Street and Lakeshore Drive offer minimal, but functional access for cars and service vehicles. The site's adjacency to water presents a significant opportunity for programming, access, and interaction with natural systems. However, the Waterfront promenade which extends along other parts of the water's edge closer to Toronto's downtown does not extend past the Quayside site, making it less accessible and discoverable.

Environment

There is a lack of trees and greenspace within the site, which boasts only small and linear patches of plantings along its edges and very little shade. The abundance of vehicles and the industrial history of the site indicate that there is likely to be a moderate to high concentration of pollutants in the soil. Future plans for ecological restoration across the Keating Channel and along the coast of Villiars island will create the opportunity for interactions with neighboring natural systems, but in the meantime a temporary greening intervention which can be both mobile and limit interactions with polluted soil may be an attractive proposition.

Existing Cultural and Institutional Presence

- Distillery District
- Film & Production cluster
- University of Toronto
- Art Gallery of Toronto
- Aga Khan Museum
- Museum of Contemporary Art Toronto
- YMCA

Temporary Planning Proposal

2018- first phase: Initiating

The first phase of temporary use will involve establishing the conditions needed to foster temporary uses as part of a prototyping process and create the physical, legal, and financial infrastructure to support them at multiple scales of time and space. This means opening the site up as soon as possible for daily and informal uses and inaugurating a cadence of workshops and collaborative planning and placemaking efforts to collect local knowledge and guide idea generation towards user-driven implementation. These user-feedback collection systems can be repeated and deepened throughout the temporary planning process. Like a traditional planning process, this phase of temporary planning focuses on laying the groundwork for what is to come through policy framing and the assemblage of stakeholders and funding. Unlike a traditional process, temporary planning begins to outsource facilitation and programming from the start, and initiates a series of onsite activities to activate the site through use before a master plan concept or physical layout for the site has been firmly established.

- **Establish temporary use a mode of public public engagement**

- Office of Temporary Use: or point person within Sidewalk and Waterfront Toronto who can manage temporary use initiatives, negotiate terms, coordinate with users, and centralize communications, activity clustering and reporting processes
- Temporary Overlay District: denotes the site as an experimental innovation zone with a distinct innovation agenda and suspends traditional zoning for two years. This will provide for an atmosphere of experimentation and allow for a radical mix of adjacent uses on the site during the period of temporary occupancy.
- Create necessary frameworks & funding mechanisms
- Municipal Liability Insurance to cover use of public space, events, and temporary uses onsite for various frequencies (daily, weekly, monthly, seasonally, ongoing) and durations (daylong, week-long, month-long, season-long, and year-long.) The preformulated liability insurance types should remove barriers to use of the site and mitigate risk for private landowners, provided uses comply with basic safety and health standards.
- Occupant Improvement Funds: will be drawn upon in later stages by temporary users in order to pursue their activities. The source of these funds (municipal sources, developer fees or private donations) and a system for their dispersal should be established prior to the introduction of temporary users, so that they may be readily drawn upon when needed.
- Facilitating Non-Profits: support the creation of a non-profit for the management of temporary use on the Quayside site, or enjoin existing local non-profits to take on aspects of future temporary use such as greening, event programming, and facilitation of workshops and calls for submission, construction initiatives, and day-to-day operations.

► **Make the site accessible physically and psychologically**

- Temporary Transit Route: create a temporary ferry route to establish connections with downtown Toronto and regular service to the docks at Quayside. This connection will allow recreational visitors to more readily access the site and shift its perception as cut off from the rest of the city. Additionally, the creation of a shuttle service from the University of Toronto and/or other partnering institutions will facilitate attendance to onsite programs and could support these institutions in partnering as temporary

actors at Quayside.

- Linear open space: reinforcing connections along the waterfront and extending a walkable green connection from the nearby Sugar Beach to nearby line 72 bus stops can be established with clear pathways and signage at first. It may later be reinforced through placemaking efforts from temporary users.

► **Foster informal uses through placemaking and looseness**

- Loose spaces: the abundance of open space across the Quayside site leaves room for the designation of multiple loose spaces which may be located at first along the linear open space and at the site of future open spaces. These spaces can be preserved for public use according to informal inclination or need and shift in number and size over time.
- Magnet objects: generally usable objects with multiple purposes to prompt informal use open can be installed in loose spaces and along the linear open space. Magnet objects may include a platform, a pier, a market stall etc and sourced either by the city or through partnerships with local makers or artists. The magnet objects may also be sourced through Collaborative Construction (see below.) The point of these objects is to be easily repurposable and attract appropriation.

► **Initiate ongoing feedback mechanisms**

- Collaborative Workshop: onsite sessions can be held in loose spaces and in temporary structures to facilitate brainstorming and conversations about what kind of future programs are desirable to users. As conversations progress, these workshops can inform Collaborative Construction wherein the users are supported in constructing objects and places to host their desired programs. (These workshops can ultimately shift towards visioning conversations about longer-term plans for the site as well, but their immediate objective is to provide both a platform for users to share their ideas about Quayside as well as a pathway towards implementing these ideas in the here and now.)
- Collaborative Construction: moving from conversations and ideas generated in Collaborative Workshops, event-based small-scale construction projects to collaboratively build objects or places what will be usable by the community create goodwill and involve users of the space in its conception/creation. These initiatives can be overseen by Facilitating Non-Profits

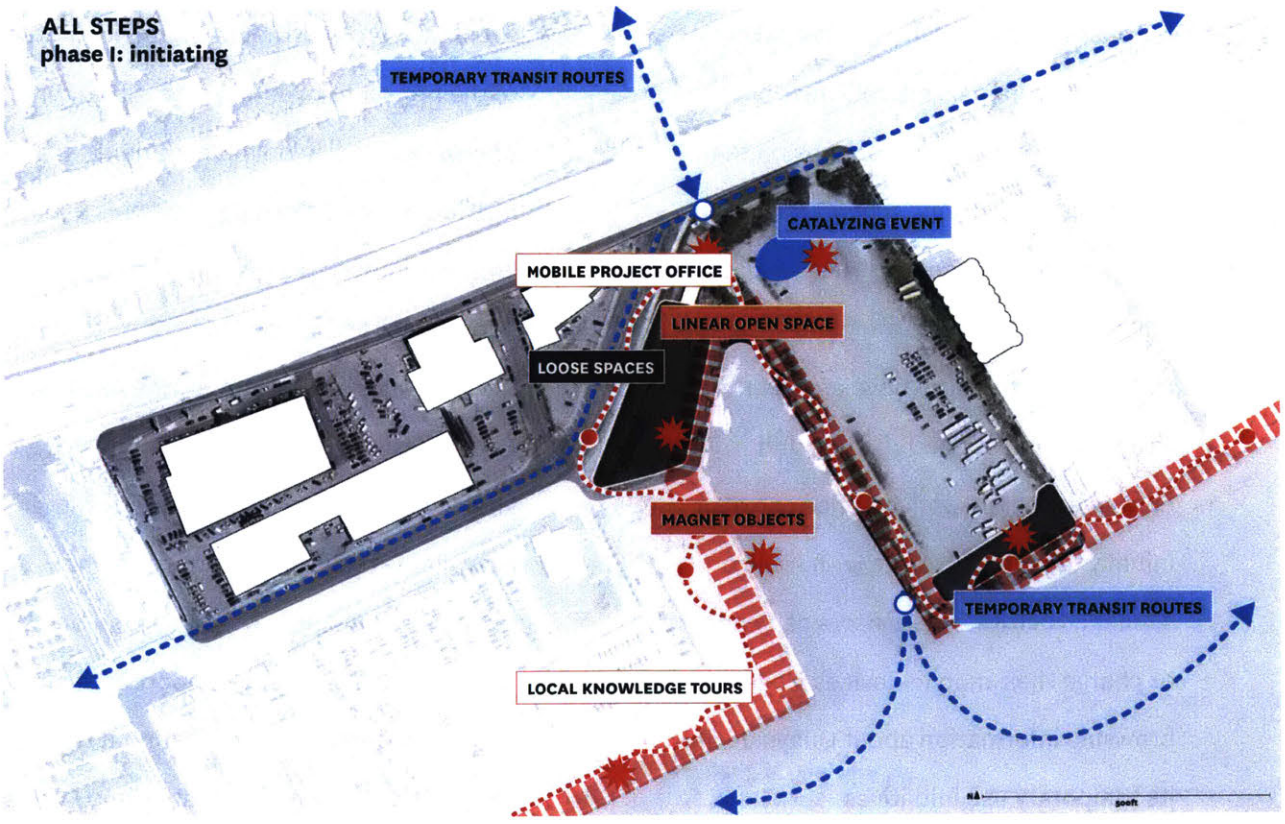
and funded by Occupant Improvement Funds or other sources.

- Local knowledge Tours: regular walking tours with local users, developers, and planners along the waterfront and through future sites of intervention can capture input from local users which can be collected through drawing, recording, or digital inputs which pin comments and suggestions to the specific site where they were made. Augmented Reality or mobile-device driven gaming experiences can translate user, developer, and municipal knowledge into a place-based virtual experience.
- Mobile Project Office: establishing an onsite outpost which centralizes communications about temporary use, public feedback, long term planning, and actions on the site is key to providing transparency and a visible point of contact. This project office can be hosted in a mobile structure (or even vehicle) and move around the site according to need, timing, and convenience. The project office can also initially take the form of a wi-fi kiosk or similar structure, where users can connect or charge their mobile devices while browsing information about Quayside and its temporary use initiatives.

► **Activate formal uses at multiple scales of time and space**

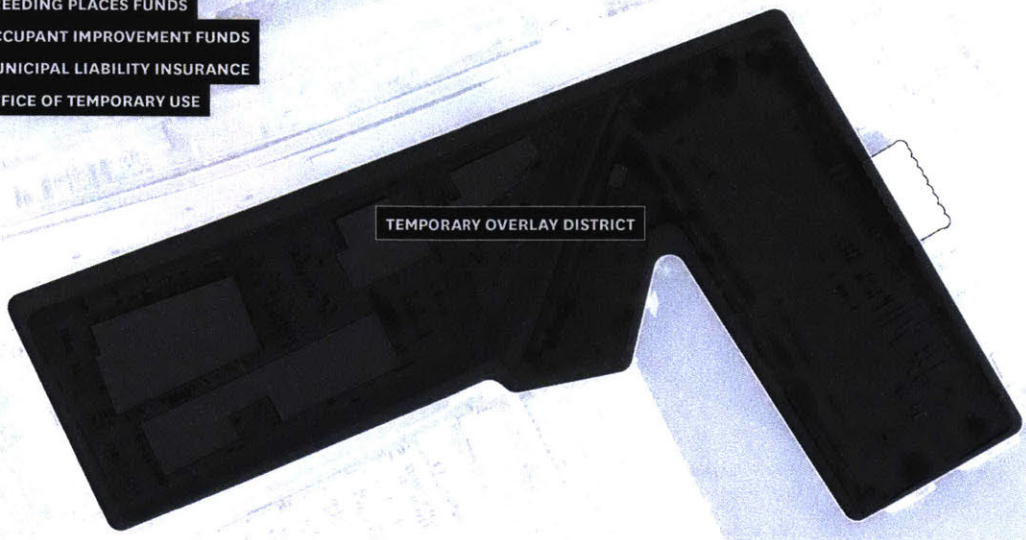
- Catalyzing event: in partnership with local citizens in Collaborative Workshops, community groups, and institutions, stage or sponsor a catalyzing event or festival. In addition to public programming promotes informal use on the space the event invites users to participate in collaborative planning and placemaking efforts, publicizes the availability of temporary use space at Quayside, and recruits temporary users. Collaborative Construction Initiatives han help to create the setting for the event and provide programming during the event as a way of engaging users. The catalyzing event may be recurrent at strategic phases of the project to maintain momentum or a one-off depending on its reception.
- Institutional Overflow: partnerships with local institutions like the maritime studies department of the University of Toronto, the Art Gallery of Ontario, or the Aga Khan Museum can become programming drivers and occupy spaces at the Quayside either in available open spaces or provisional temporary buildings. They may also be able to provide placemaking support in the form of public art objects, informational signage, and the co-sponsoring of Catalyzing Events.

- No/Low Impact Space Use: either in the form of daily activity (such as food trucks,) a low-impact use such as movable planters, or mid-size occasional events like a day camp for children or an outdoor film screening.

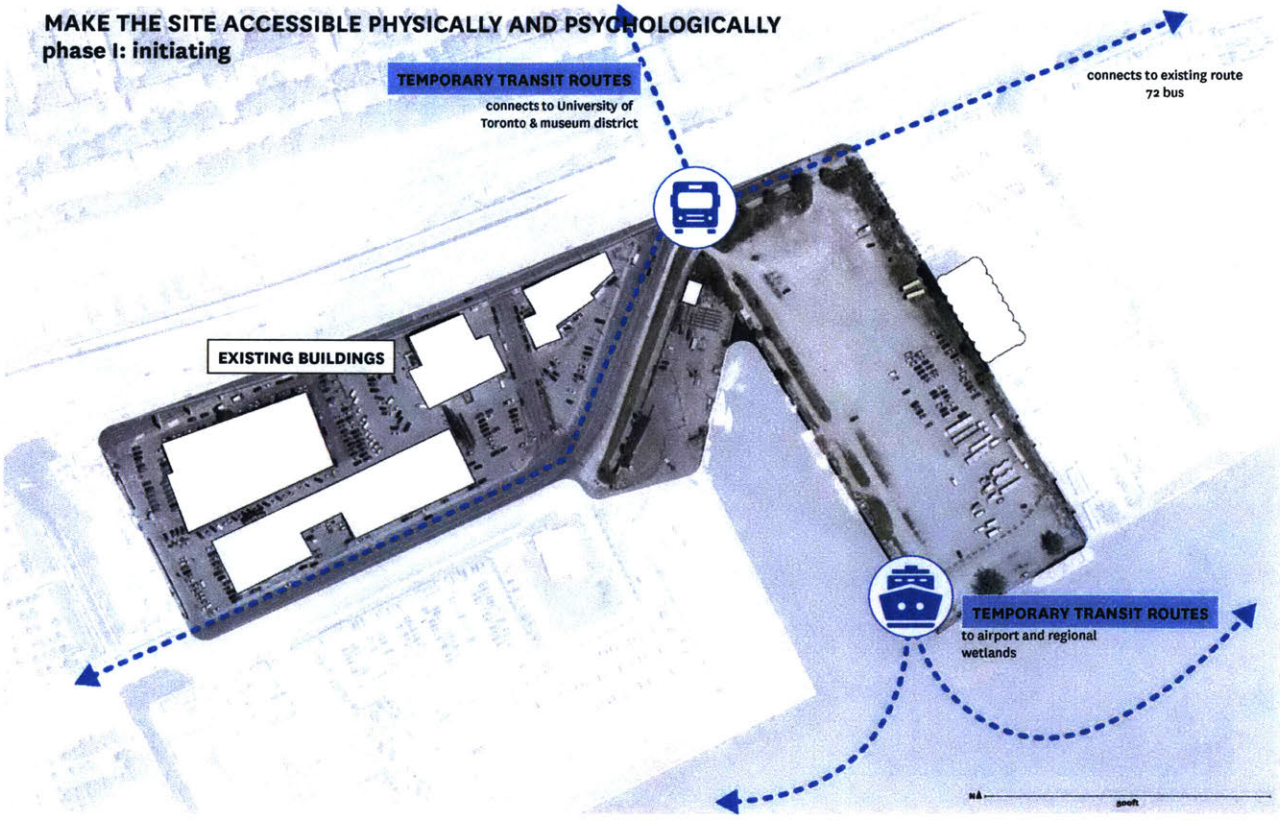


ESTABLISH TEMPORARY USE A MODE OF PUBLIC PUBLIC ENGAGEMENT
phase I: initiating

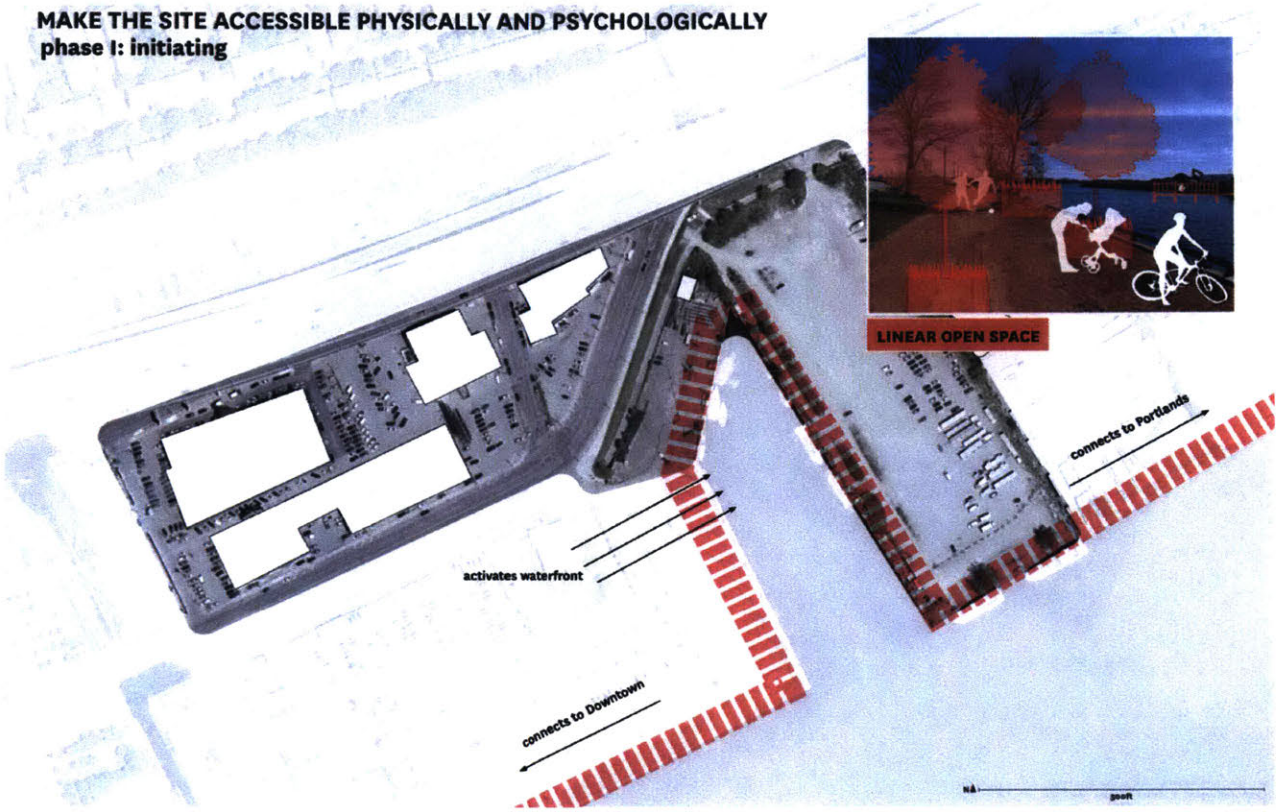
- PREFORMULATED USE AGREEMENTS
- BREEDING PLACES FUNDS
- OCCUPANT IMPROVEMENT FUNDS
- MUNICIPAL LIABILITY INSURANCE
- OFFICE OF TEMPORARY USE



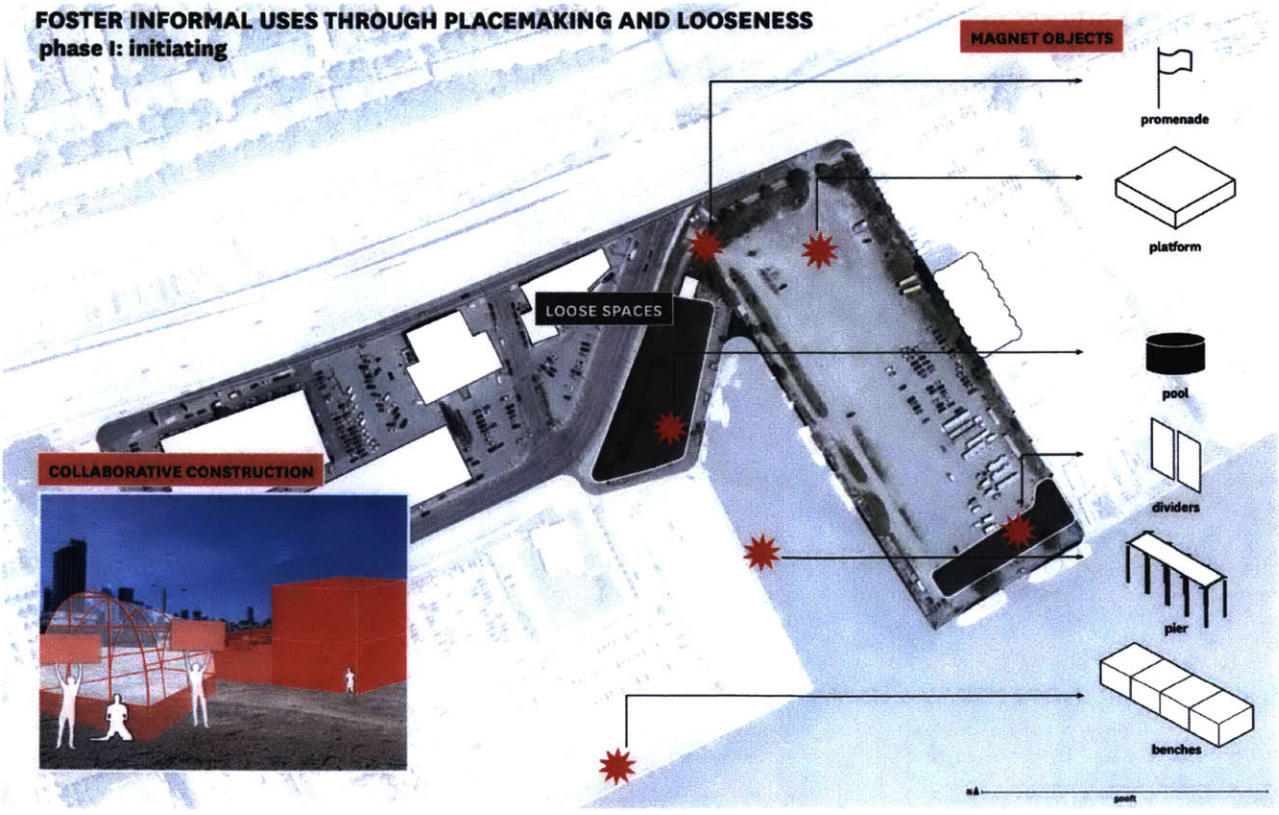
MAKE THE SITE ACCESSIBLE PHYSICALLY AND PSYCHOLOGICALLY
phase I: initiating



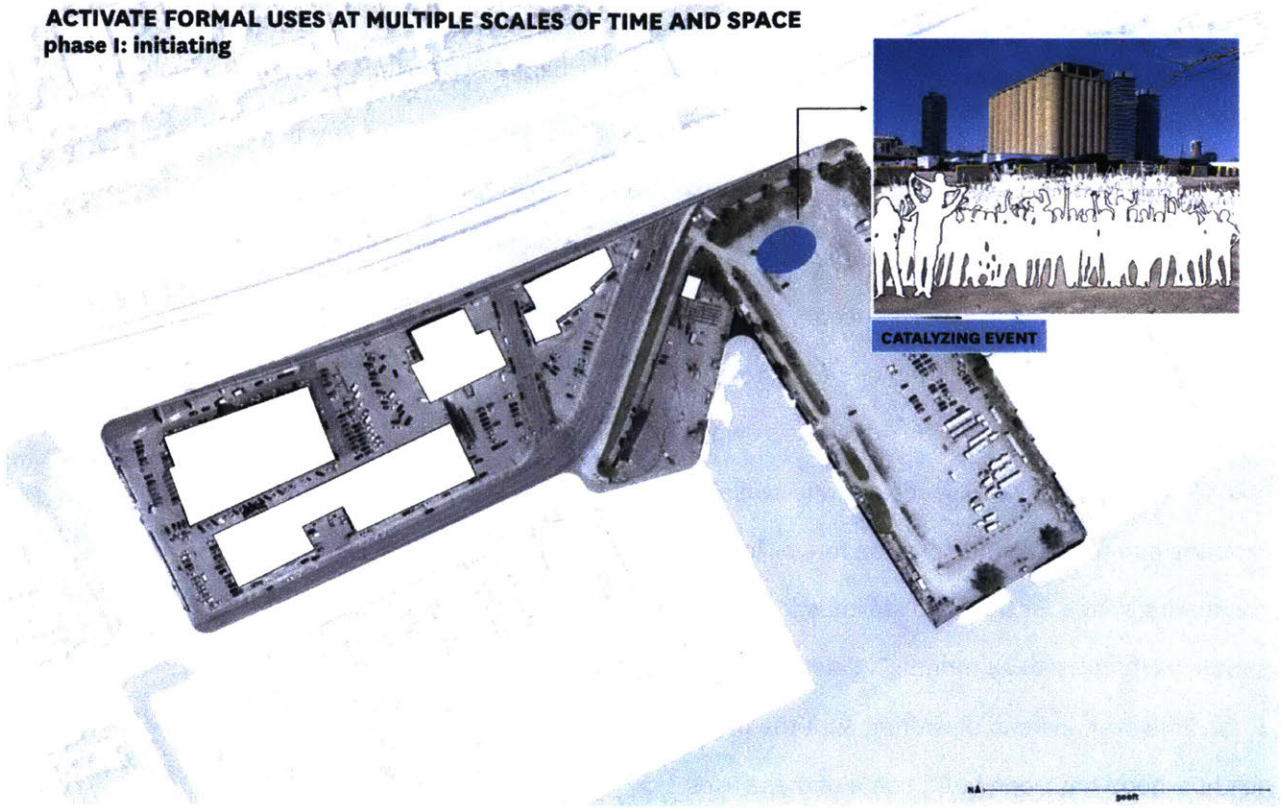
MAKE THE SITE ACCESSIBLE PHYSICALLY AND PSYCHOLOGICALLY
phase I: initiating



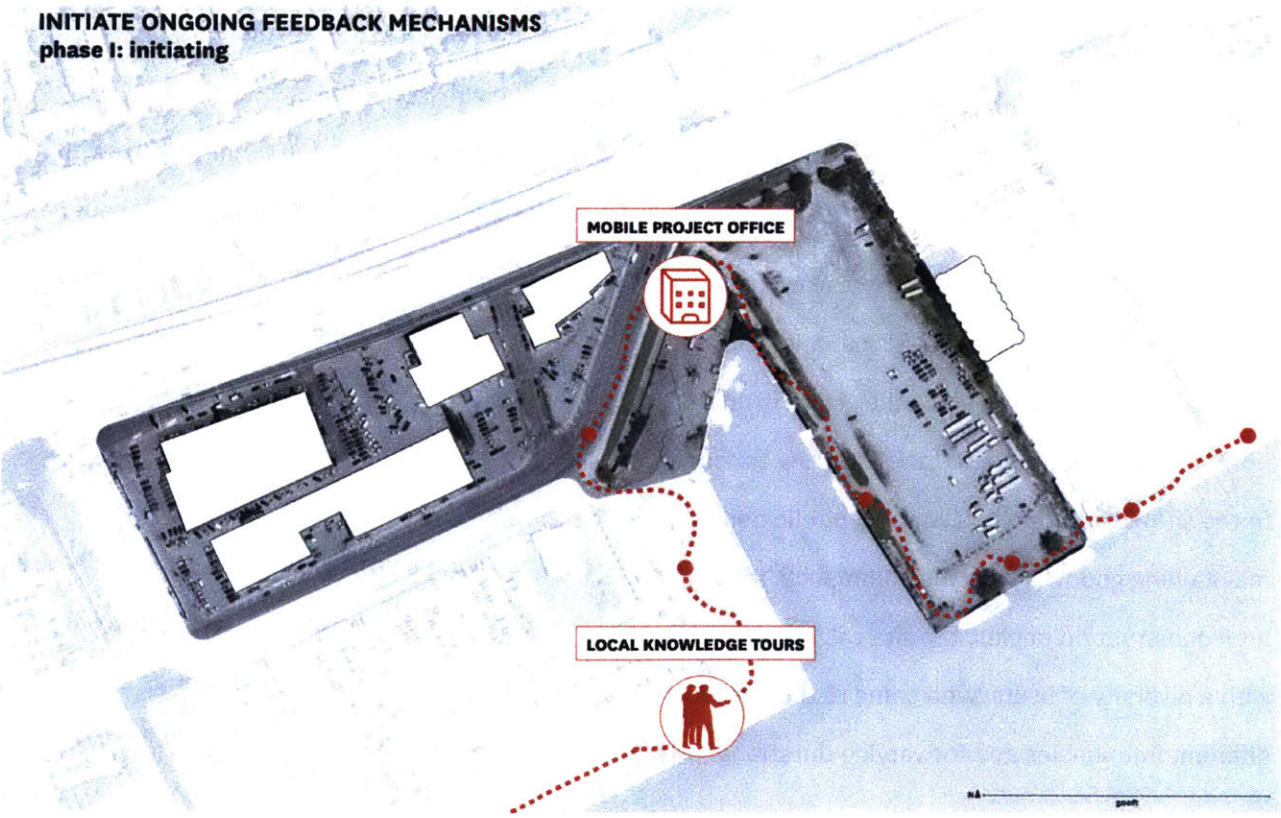
FOSTER INFORMAL USES THROUGH PLACEMAKING AND LOOSENESS
phase I: initiating



ACTIVATE FORMAL USES AT MULTIPLE SCALES OF TIME AND SPACE
phase I: initiating



INITIATE ONGOING FEEDBACK MECHANISMS
phase I: initiating



2018- second phase: Introducing

The goal of the second phase of is to broaden the variety of timescales at which the site is used and install a limited number of temporary users who can begin prototyping new use concepts for initial occupancy periods ranging from one week to two years. This is in alignment with Sidewalks's own plan to "increase the workspace options available to young companies," and "provide free or low-cost co-working space for qualified startups for a limited period, perhaps 12 to 24 months" (Sidewalk Labs, 2017). However, instead of waiting until the future neighborhood has been built, some of these uses can already be introduced into existing buildings in a provisional and experimental way, provided they are willing to exchange the transient working conditions for below-market rent.

Certain anchoring temporary uses such as Institutional Overflows or strategically placed open-spaces along the waterfront may even be granted longer-term periods of occupancy based on planned construction since they can provide both a consistent program draw (bringing traffic to the site) in addition to sustained public benefit, maintaining goodwill with the community. Ideally, until construction begins, the site will be populated with a diversity of users, who come to the site at different frequencies and for varying durations and purposes. In more traditional planning, this period of development would see the site remain predominantly vacant while feedback from community meetings slowly informed the refinement of the project's public-facing narrative, and feasibility, mobility, and urban design assessments were made and reported back on.

► **Install More Temporary Users**

- Interim Subdivision: Identify physical zones, including both indoor and outdoor spaces, as well as any mobile or provisional structures like trailers, vehicles, or temporary buildings. At Quayside, five potential zones for interim use could be: Existing Office Park, Waterfront Edge, Open space (current parking lot), and Water, and Movable Spaces (such as boats and occupiable vehicles.)
- Swing Spaces: Some of the spaces within the new subdivided zones may be opened up to users via a Call for Submissions while others may be left loose, or occupied by the Mobile Project Office, Institutional Overflow, or Daily Destination uses (see below)
- Daily Destination Use: dedicate open space, minimally retrofit existing buildings, or a temporary building which is brought to the site to a use which brings users consistently to the site on a daily basis. This could include an Institutional Overflow, the

headquarters of Facilitating Non-Profits, and/or a provisional version of the Sidewalk Labs offices themselves. These uses also attract micro economic activity in through No/Low Impact Space Use (see below.)

- Preformulated Use Agreements: specifying terms of use for temporary users in alignment with available liability insurance and funding time scales. The preformulation of these agreements will enable easy installation and negotiation with temporary users and should include clear language about the term of occupancy, conditions for renewal, and post-use transition.
- Breeding Places Fund: Bring incubation funding mechanisms and occupancy permits into alignment by providing funding (in addition to workspace) to desirable small businesses and entrepreneurs who situate their start-ups at Quayside.
- Call for Submissions: solicit proposals from community groups, individual citizens, local institutions, small businesses, and nonprofits to occupy locations within the site for below-market and/or subsidized cost. The temporary uses which are selected to occupy the site can be chosen through a combination of Collaborative Workshops, public forums, and final selection by Facilitating Non-Profits.

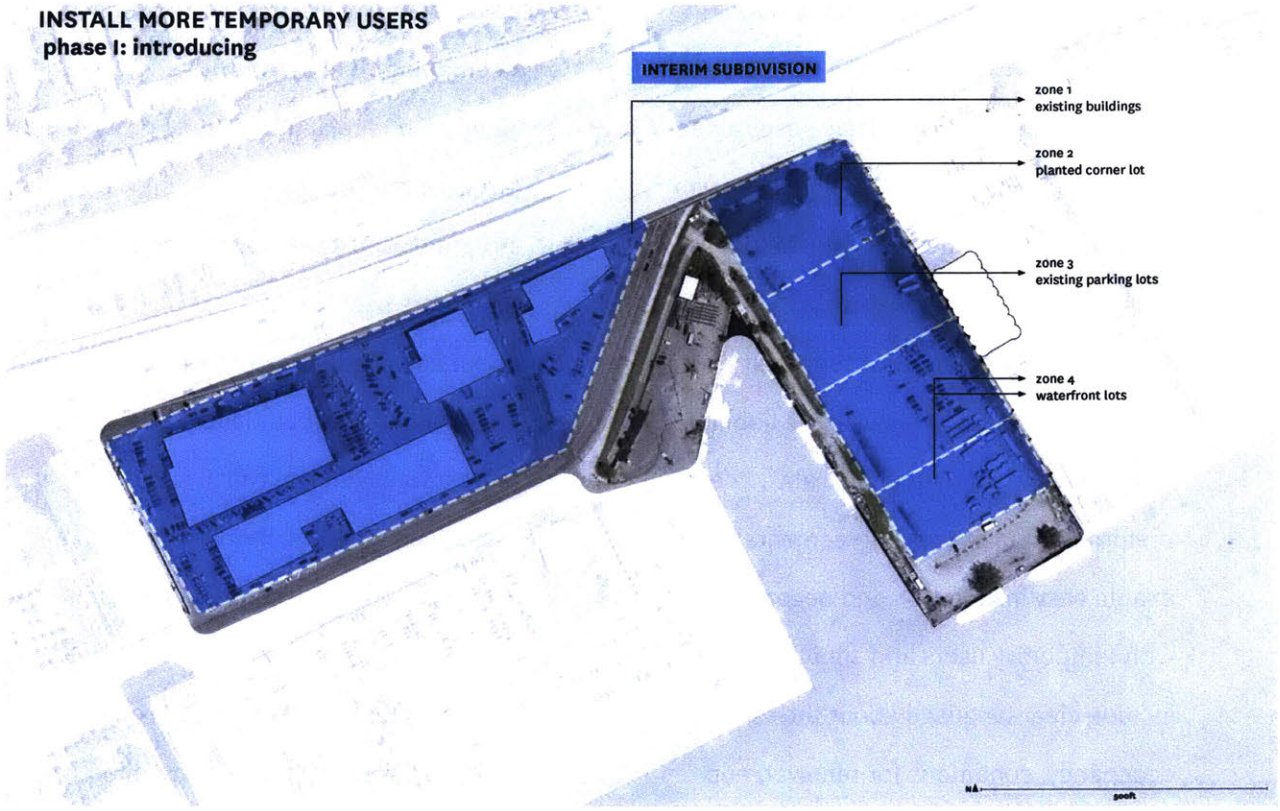
► **Tie Placemaking to Programming**

- Time-based Prefab structures: provide and promote the development of prefabricated structures and open-source templates for temporary users of different timescales to use in housing their activities. Time-based Prefab structures could include modular temporary buildings, which can be easily assembled by users, mobile planters, and cardboard stalls which could be dismantled after a day-long outdoor market event.

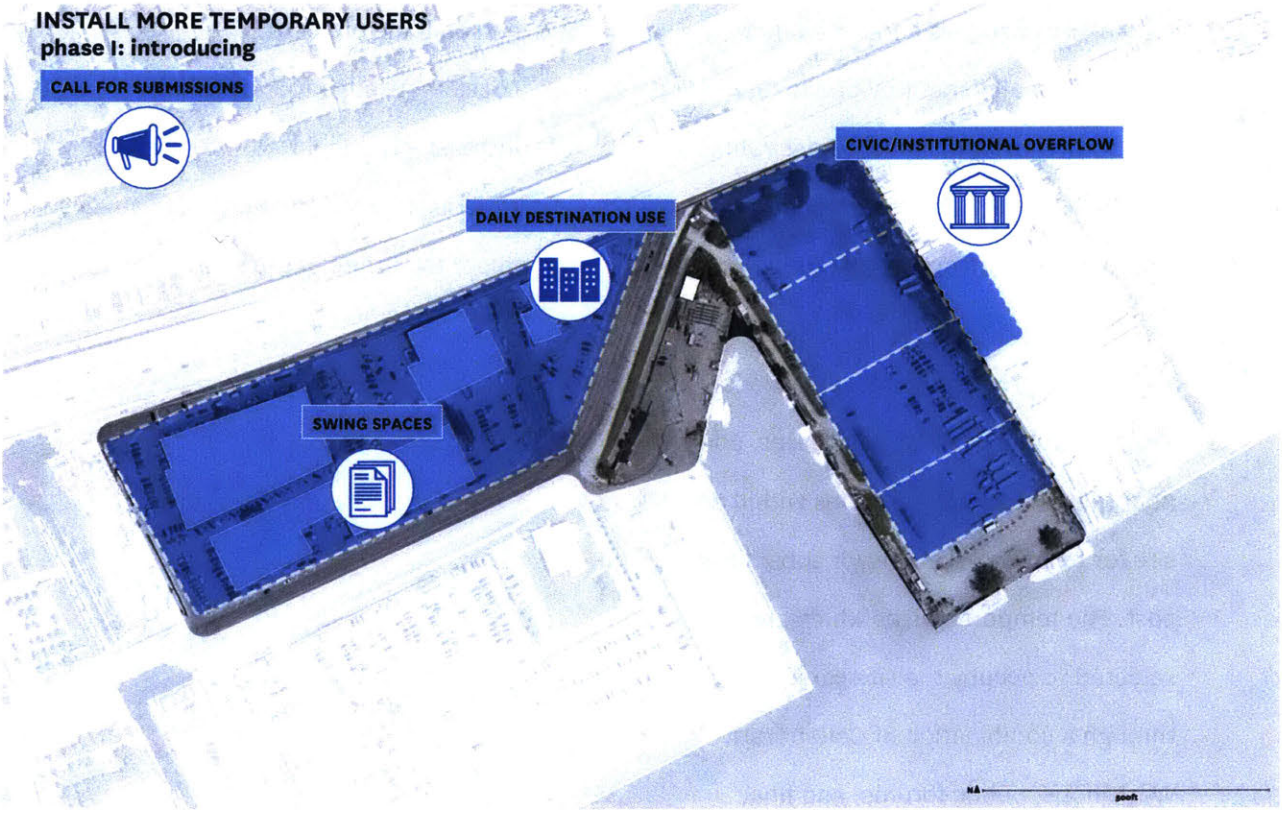
► **Continue Participatory Planning Projects**

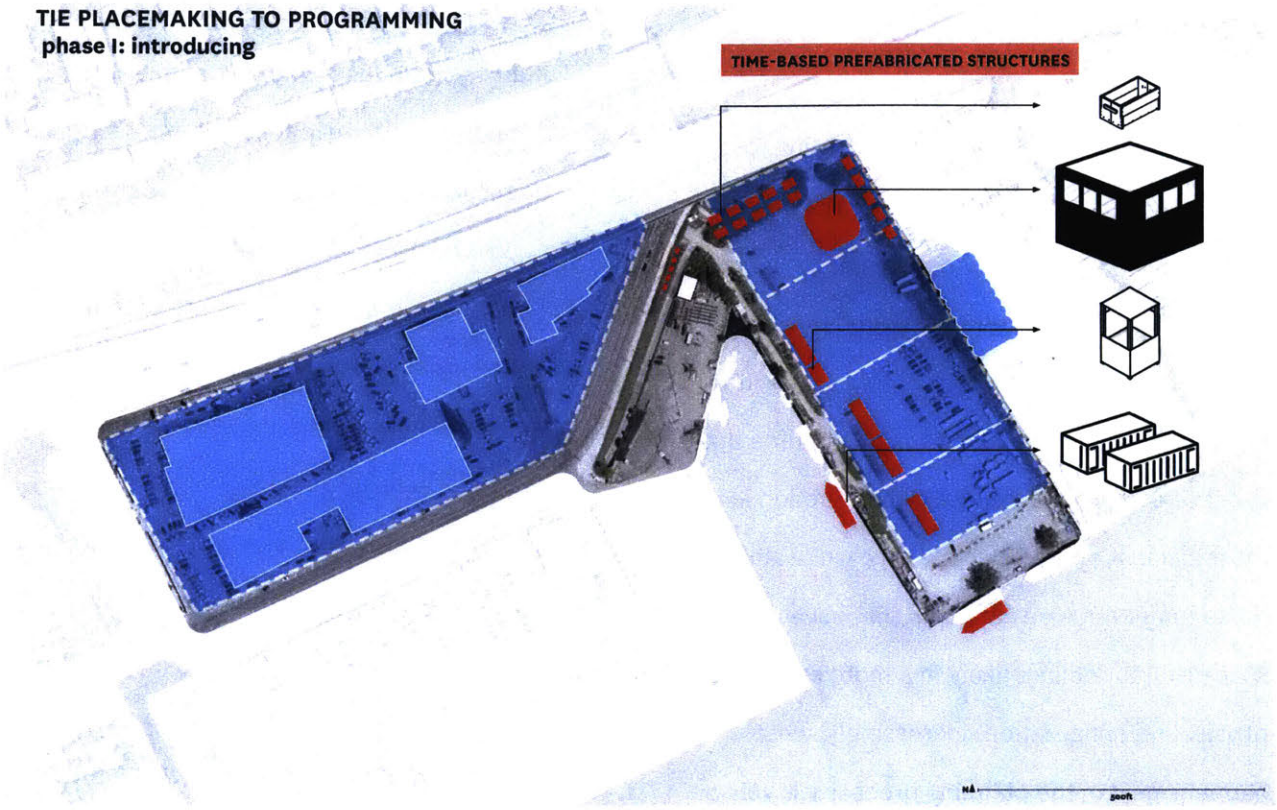
- Collaborative Workshops and Collective Construction Initiatives: may increasingly shift towards mid- and long-term visioning and building projects
- Local Knowledge Tours: become increasingly populated with user experiences, observations, and suggestions about the future of the site.

INSTALL MORE TEMPORARY USERS
phase I: introducing



INSTALL MORE TEMPORARY USERS
phase I: introducing




TIE PLACEMAKING TO PROGRAMMING
phase I: introducing
TIME-BASED PREFABRICATED STRUCTURES

2020: construction

During the third phase of temporary planning, construction of initial buildings according to insights from the first phase of physical planning will be under way. This marks the beginning of a new, more compact and measured phase of temporary use. The goal of temporary uses during this phase will be to occupy space and time that is not directly concerned with construction in the most efficient and productive way, while allowing those temporary use concepts that have proven successful to remain, likely in a more condensed physical reconfiguration. Increasingly, what happens next in the planning process will rely on the increasing amount of public feedback which has been gathered and based on adjacent construction. While the shape and orientation of some of the physical structures will be determined this point, other areas of the site can still be activated through interim uses and events and strategically placed public pathways which preserve critical access points and experiment with the orientation of new ones.

► **Iteration and transition during construction**

- Standardized Impact Reports: based on predetermined metrics, goals, and desired outcomes (which can build upon input from Collaborative Workshops) a system of reporting will determine the impact of temporary uses and determine in what, if any, form they should continue. Digital platforms can help to facilitate this process and measure things like participation, collaboration, and growth among new businesses. Over time, online searches and other real-time data can be used to determine orientation, discoverability, and type of activity clusters.
- Activity Clustering: Based on Standardized Impact Reports, clusters and circuits of connected micro-economies can be identified and grouped together spatially in future iterations of the site. New funding, marketing, and professional supports may also begin to address these clusters specifically in development plans for the rest of the site.
- Interim Subdivision: based on construction needs and the anticipated future configurations of buildings on the site, a new round of interim subdivision can begin to consolidate Activity Clusters and gesture towards the site's future layout. Loose spaces and Linear Open Spaces can be brought into alignment with their future locations, and temporary buildings or provisional structures can be configured similarly to the anticipated future permanent layout.

- Relocation agreements with temporary users ensure transparency and smooth transition of temporary use once the predetermined period of occupancy ends. Temporary uses may be renewed or relocated (onsite or elsewhere) according to the negotiated terms of agreement which are signed prior to the temporary uses' installation.

► **Maintaining and shifting physical accessibility of the site**

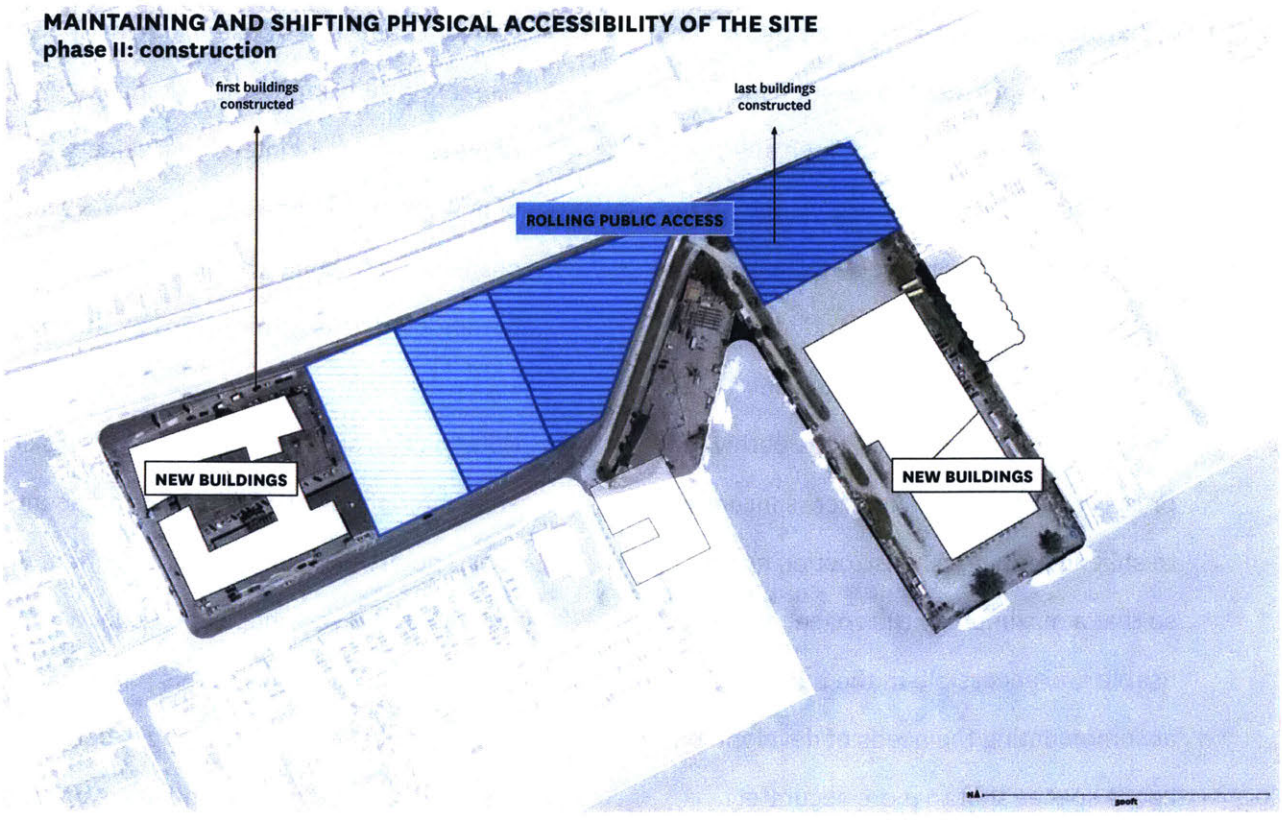
- Swing Spaces: duration of temporary occupancy of Swing Spaces becomes dependent on construction cycles, aligning use to available space to time in an efficient way.
- Public Access Incentives will embed in the construction process the maintenance of key public access routes through and to the site so that regular users and visitors to the site can continue with their activities and preserve an understanding and informal oversight of changes as they occur.
- Rolling Public Access allows the pathways preserved through Public Access Incentives to shift according to construction needs, so that a maximum of the space remains usable and accessible to the public while accommodating the needs of development.
- Loose spaces shift to more accurately reflect future open spaces on the site according to the development plan
- Linear open spaces also reflect future open space and placemaking on the site and, through the use of mobile objects and planters be easily reconfigured as a means of wayfinding across the site and designating Rolling Public Access paths
- Public Engagement Objects: maintain ties to businesses and community groups outside of the the site by furnishing Loose and Linear open spaces with usable public objects which can be repurposed as construction continues and these objects are no longer needed.

► **Continue Participatory Planning Projects**

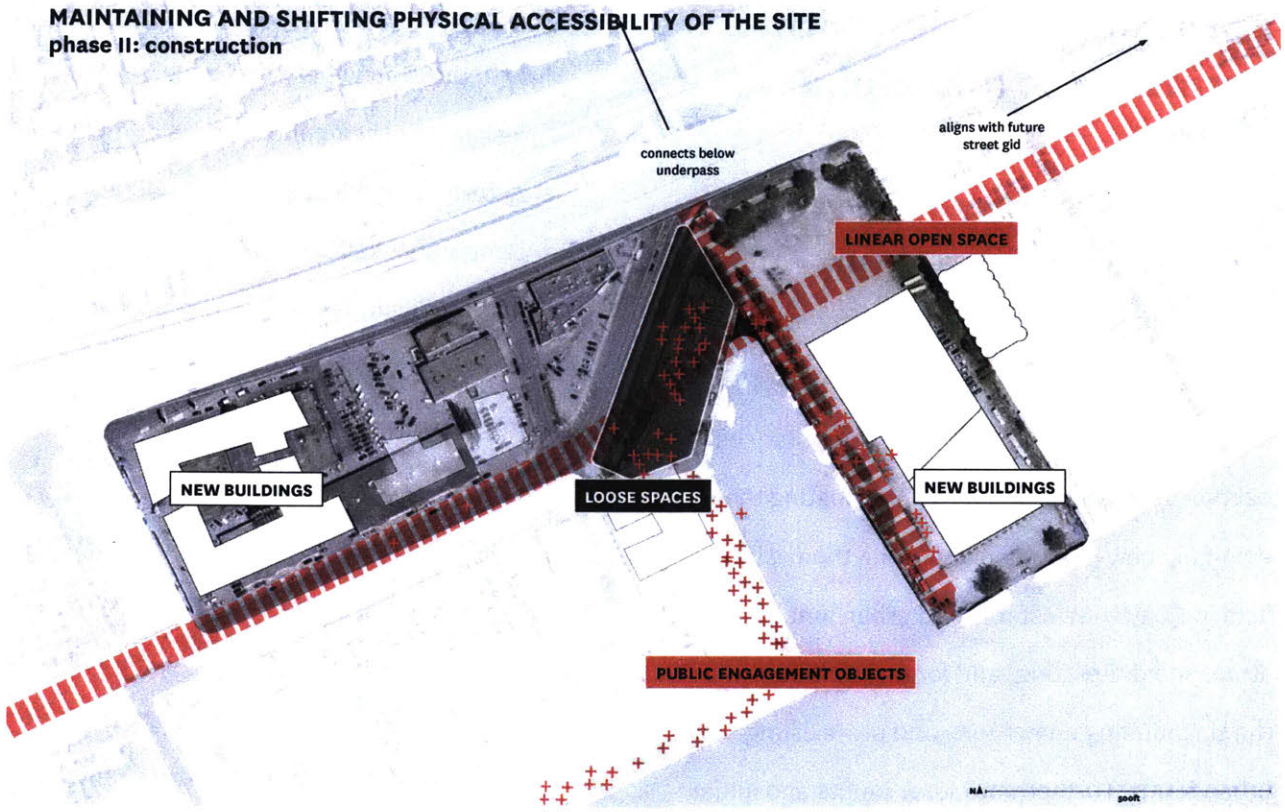
- Call for Submissions based on Activity Clustering and Standardized Impact Reports, with more intentional selection of new temporary users to compliment, challenge, and enhance the atmosphere of temporary use currently onsite and the space available.
- Construction skillshare: leveraging the skills and materials which will become adjacent to temporary users during construction, Collaborative Workshops and Collective Construction initiatives at this phase can imagine skillshare and exchanges between the ongoing construction and users of the

space.

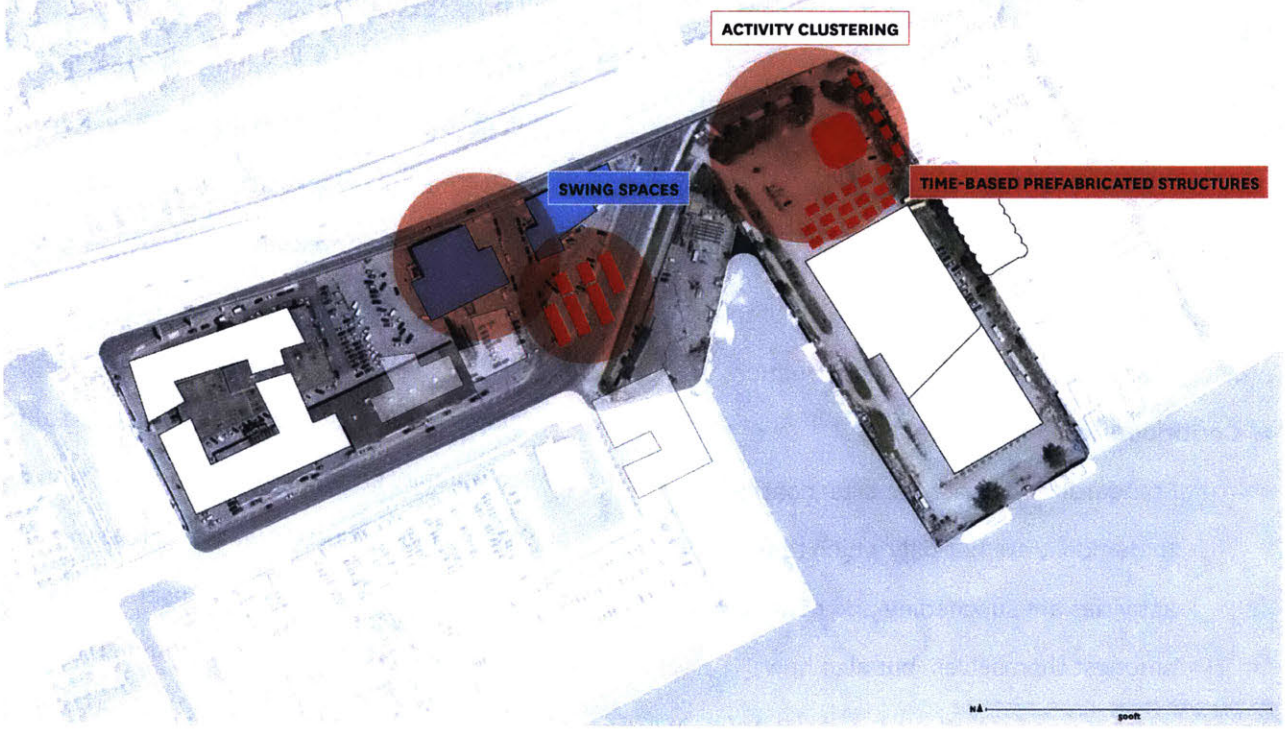
- Catalyzing Event: the space and setting of an event can further mark the site's progression and the kick-off of new phases with places built collaboratively by users



MAINTAINING AND SHIFTING PHYSICAL ACCESSIBILITY OF THE SITE
phase II: construction



ITERATION AND TRANSITION DURING CONSTRUCTION
phase II: construction



2022: Cohabitation with permanence and alpha testing

At this phase of the process the first full-time permanent residents of Quayside will be introduced, along with other alpha-stage city services, commercial, and recreational uses which are part of permanent programs. Temporary use becomes increasingly means of incubating the emerging new use concepts, giving them a live test field in Quayside's established urban innovation atmosphere, iterating, and forging new links with the surrounding community and pre-existing urban forms. Furthermore, user inputs and initial conclusions about the impacts of temporary activities and uses within temporary use spaces will continue to inform ongoing planning decisions and be increasingly incorporated into development decisions. While public engagement and input into urban plan-making traditionally ends with the implementation of these plans, the temporary use process allows this engagement and feedback to continue influencing future development of the project beyond the first phase of construction.

► **Continued Temporary Use**

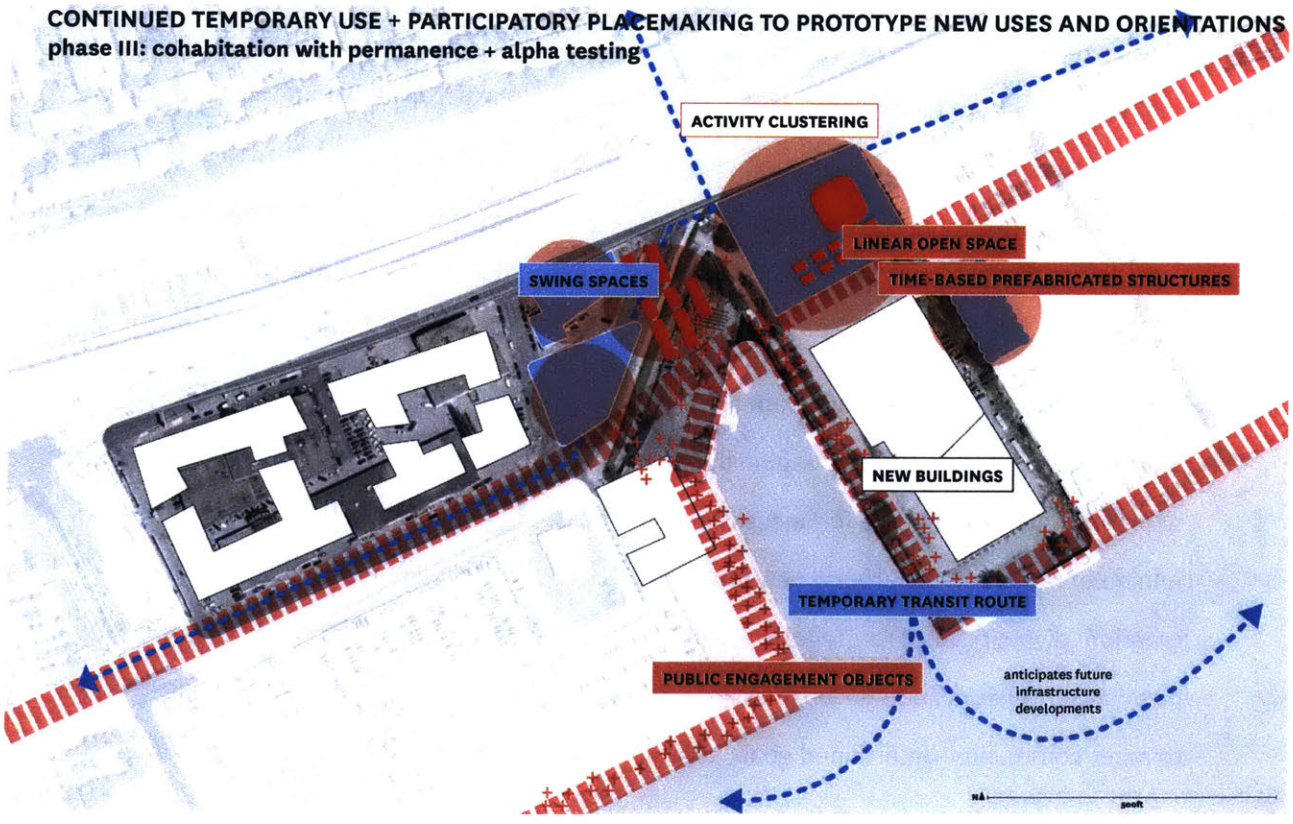
- Standardized Impact Reports: continue to demonstrate not only which temporary activities are succeeding and collaborating amongst themselves, but also how Quayside's new residents are able to engage with these activities, unlocking further insights for their continued iteration.
- Activity Clustering: as clusters of related temporary uses become more identifiable and solidified, these uses can become increasingly more autonomous and marketable as micro districts with related needs.
- Time-based Prefab Structures: can respond to the specific needs of users and activity clusters through 3D-printed, open-sourced, modular and/or "live-work and mixed-use buildings that can further reduce rental (and commuting) cost for companies and their employees," and by "collaborating with industry and service-provider partners critical to early-stage company formation, such as legal or accounting services, likely in partnership with the urban innovation institute" (Sidewalk Labs, 2017) .

► **Participatory Placemaking to prototype new uses and orientations**

- Public Engagement Objects: create ties and help support newly-arrived businesses and community groups through the provision of usable public objects which can be created by residents and temporary users through ongoing Collective Construction initiatives, in alignment with Sidewalk's plan to

"look to provide early stage companies with makerspace to test new materials or manufacturing capabilities—perhaps through the urban innovation institute. Critically, these capabilities will give creators the ability to build, decorate, and furnish the neighbourhood, and to generate revenue along the way" (Sidewalk Labs, 2017).

- Linear Open Spaces, now fully reflective of ongoing development plans, can extend beyond the site as linear parks below the highway overpass or fully-fledged extensions of the harborwalk, maintaining connection and opportunities for informal and spontaneous temporary use.
- Temporary Transit Routes can reorient and experiment with new routes, frequencies, and destinations across the site based on new developments and evolving use patterns of users on the site. These routes can eventually be removed once permanent transit services become available.



2024: Iteration and Beta phases

As development continues and permanent program's dominance grows, temporary uses are further and further iterated, transitioned to permanent programs, removed, or embedded elsewhere in the community. As the new community develops, new tools and spaces become available to manage, monitor and successful outgrowths of the temporary planning process into more permanent fixtures in the built and programmed environment. Ordinarily building regulations, event permitting, and zoning guidelines are firmly encoded in a municipal planning and governance framework. Definition, compliance, and enforcement of these rules can be rigid and difficult to change, even when deviating from the established norms can offer benefits to users. Temporary use concepts, combined with real-time technologies can create a more dynamic urban condition which supports safety and quality of life alongside experimentation.

► **Assessing and embedding new use concepts**

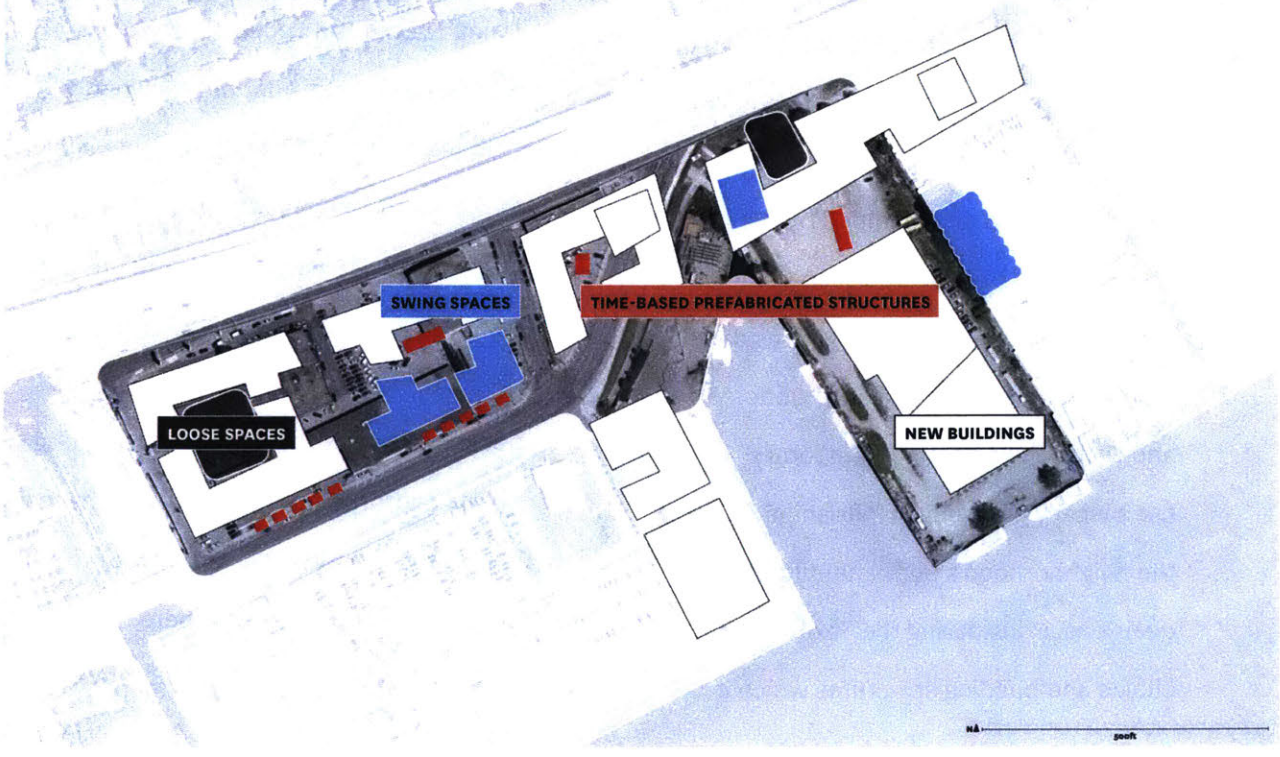
- Standardized Impact Reports: beginning to incorporate new metrics for success as minimum requirements around new job creation, diversity, and user feedback will push entrepreneurs and new businesses to meet community-determined goals as a prerequisite of extending their presence.
- Swing Spaces progressively transition from interim available spaces to programmed areas within the community, reserved for temporary programs as a means of further introducing and testing new use concepts and live-work models. For example, Swing Spaces could house low cost live-work units and co-working spaces (a proposal mentioned in Sidewalk's Vision document) until the formula for this type of use has been sufficiently prototyped and can be scaled for broader application across the site
- Dynamic Permitting: addresses Sidewalk's goal that "the Quayside development will make it easy for early stage companies to experiment with new concepts that can address urban growth challenges" by managing and permitting in the community where multiple timescales of use and program are widespread (Sidewalk Labs, 2017). Demonstrated successful uses compliant with minimum requirements and short durations can be almost automatically permitted while unproven uses which may pose risks to quality of life have a higher burden of proof-of-concept. In order to prototype new uses, more experimental uses may first exhaust shorter

term periods of occupancy which may can be automatically extended once their uses prove viable.

► **Public engagement becomes a platform for shared governance**

- Collaborative Workshops may take on both more regular cadence and no longer be held in rotating locations or malleable spaces of reflection, but rather as part of an ongoing means of discussing tweaks and adjustments to newly introduced programs and changes in the built environment.
- Magnets, Public Engagement Objects and Time-based Prefab Structures, created onsite by residents and users, become a means of prototyping furnishings for the public realm and incubating new building typologies. Digital monitoring through beacons and other installed sensors can offer insights into which permutations of these public objects and structures and are the most attractive to users, while requests, procurement, and distribution of Public Engagement Objects can be centralized through a virtual catalog.

ASSESSING AND EMBEDDING NEW USE CONCEPTS + PUBLIC ENGAGEMENT FOR SHARED GOVERNANCE
phase IV: iteration + beta phases



2026: Transition

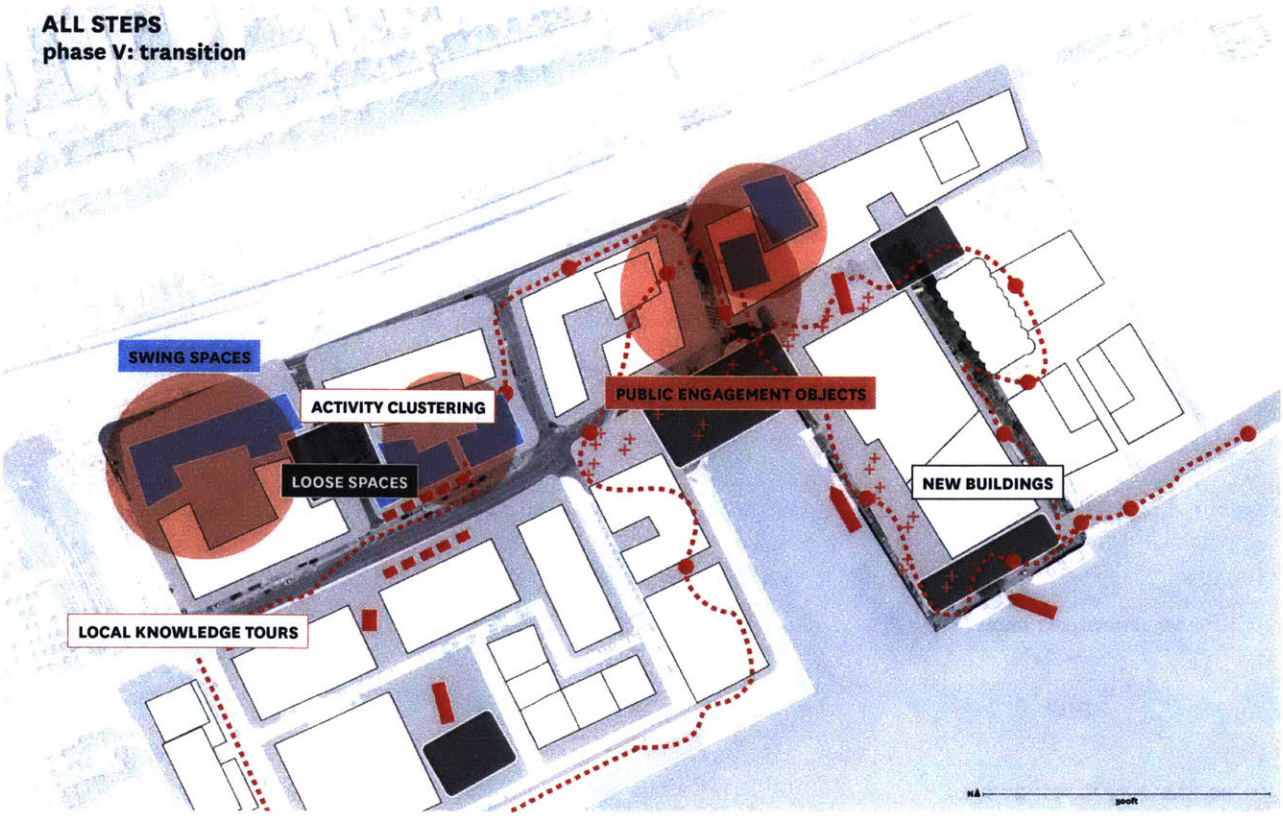
As the Quayside neighborhood continues to grow, temporary uses will increasingly subside and exist in pockets of Loose space, dedicated Swing Spaces, and Catalyzing Events. New, more responsive digital maintenance and regulatory tools can sustain the atmosphere of creativity and urban innovation that is desired at Quayside, while also maintaining space for non-experimental-yet-essential city services. Leveraging the knowledge acquired through the previous stages of temporary use helps anticipate needs and trends in the new urban landscape.

► **Scalable outcomes and sustainable momentum**

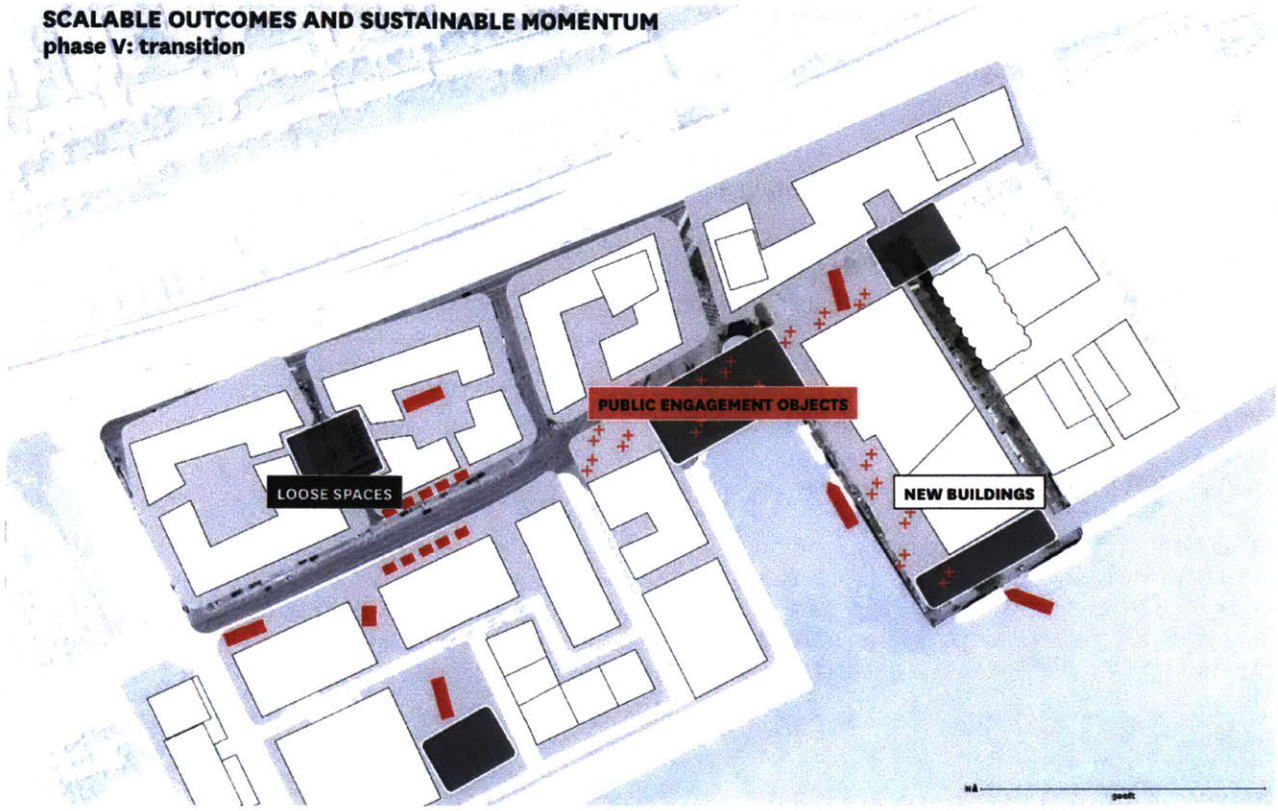
- Reactive Nuisance Code: permission of more flexible land uses as long as uses are in compliance according to real-time sensor data which provides information on noise and odor levels, helping to regulate nuisance violations.
- Outcome-based code: guided by the trends of uses which have proven successful across the site over time, as well as data inputs from Reactive Nuisance Code and Dynamic Permitting, temporary use's legacy may remain influential in the neighborhood's permanent land use decisions. Considering the flexibility in choice and building structures which it hopes to one day introduce, Sidewalk has already recognized that "a city must have an equally flexible building code that enables innovation without compromising safety...there is opportunity to improve upon static regulations and broad zoning codes with more precise tools and performance-based regulations" (Sidewalk Labs, 2017). Over time the data gathered may even lead to a predictive model which anticipates land use needs and incorporates them into Dynamic Permitting processes.
- Activity Clusters: are relatively solidified, with data- and outcome- driven implications for the built environment which they inhabit.
- Swing Spaces and Loose Spaces can still exist in the form of adaptable, dynamic building typologies and predictive built forms which can be programmed or automatically react to live conditions and provide the desired amount of structure or looseness. These spaces may still be dedicated across the site to host rotating events and/or temporary uses as a means of preserving a more delightful and experimental urban atmosphere, with Facilitating Non-Profits, Collaborative Workshops, and/or Calls for Submissions.

As dedicated spaces they become more permanent programs and facsimiles of temporary.

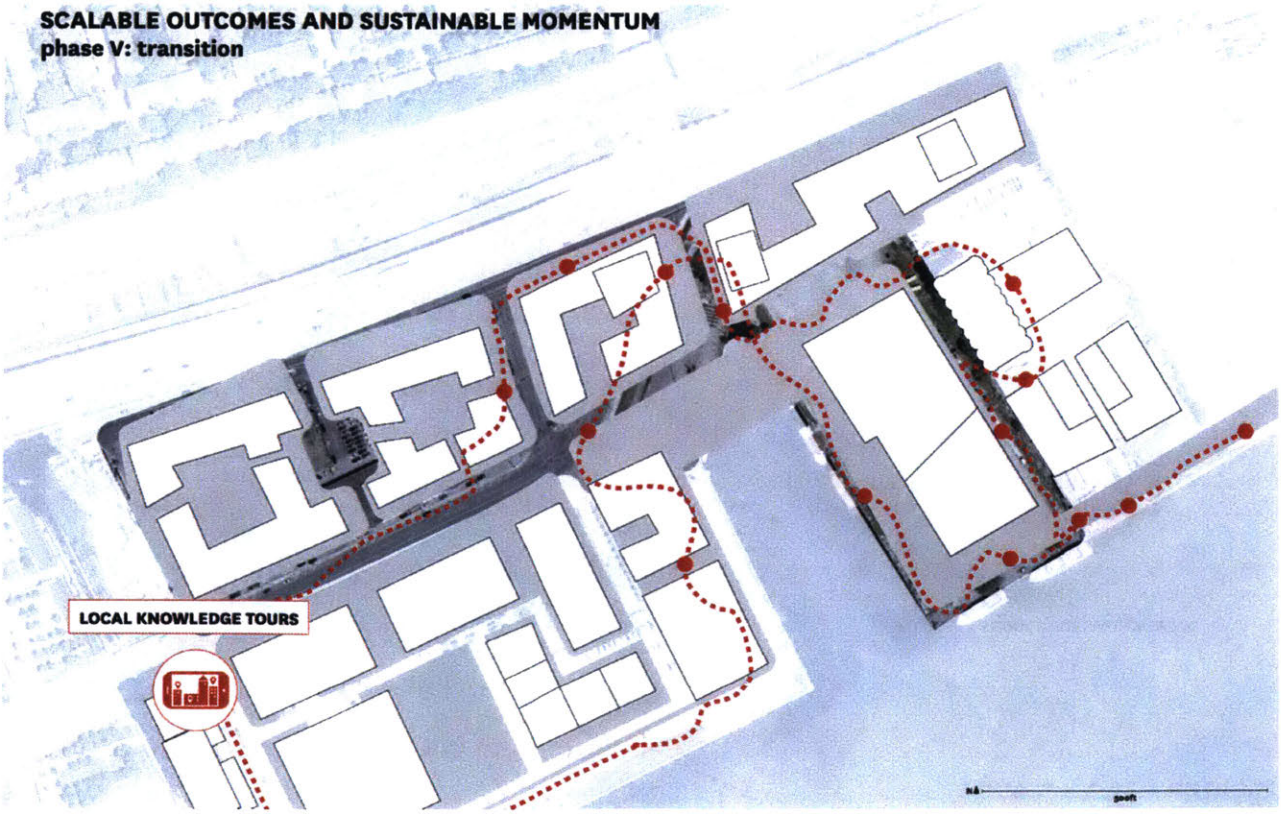
- The Local Knowledge Tours maintain an archive of observations, reflections, and cultural and community data as a tool for future developers on the site as well as entrepreneurs looking for insights to inspire new inventions.



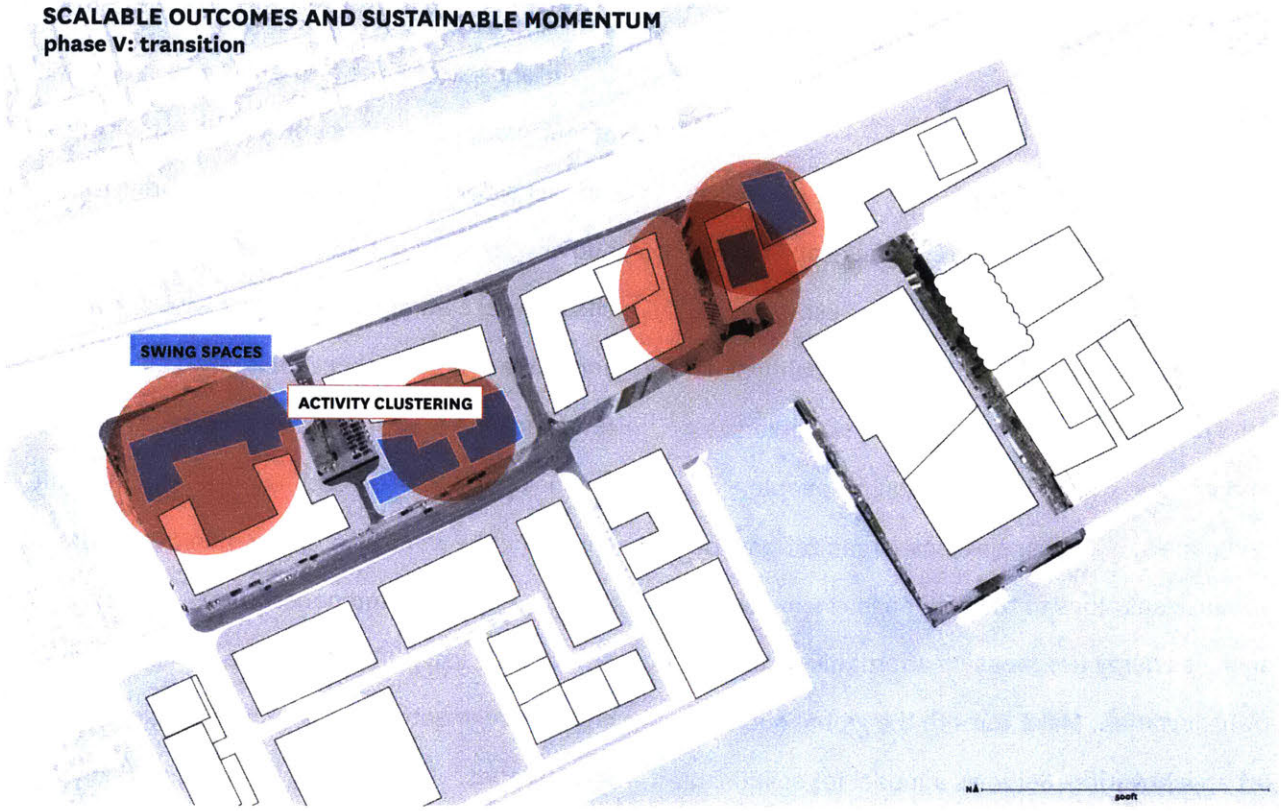
SCALABLE OUTCOMES AND SUSTAINABLE MOMENTUM
phase V: transition



SCALABLE OUTCOMES AND SUSTAINABLE MOMENTUM
phase V: transition



SCALABLE OUTCOMES AND SUSTAINABLE MOMENTUM
phase V: transition



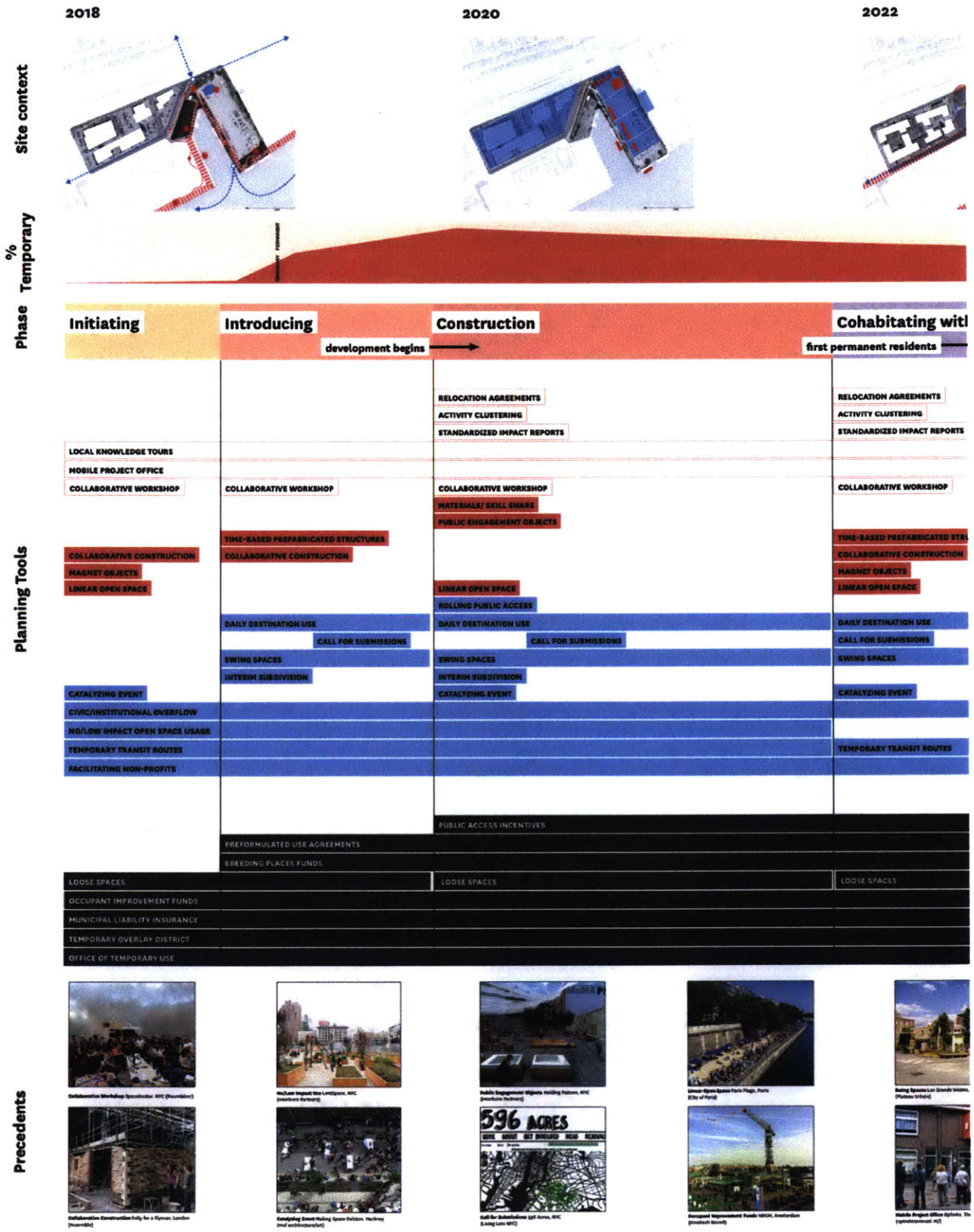
Futurism and Public Engagement

With the Quayside project, Sidewalk Labs has set an ambitious innovation agenda to "Establish a complete community that improves quality of life for a diverse population of residents, workers, and visitors. Create a destination for people, companies, startups, and local organizations to advance solutions to the challenges facing cities, such as energy use, housing affordability, and transportation. Make Toronto the global hub for urban innovation. Serve as a model for sustainable neighbourhoods throughout Toronto and cities around the world," (Sidewalk Labs, 2017).

Sidewalk's vision for the neighborhood may sound utopian, recalling previous follies like Le Corbusier's Radiant City, Frank Lloyd Wright's Broadacre plan, and the countless, nebulous "Smart City" proposals from around the world which have failed to radically shift the normalized experience of urban life. Unlike these urban utopias, Sidewalk's plan for Quayside (and beyond) largely relies on inputs from its users to achieve a new model for urban living, and this is the crucial detail which sets it apart. However, to fulfill its plan of providing new technologies which innovate every aspect of urban life, Sidewalk must extend its ambitions beyond what its plan proposes to how the plan itself is conceived. The urban landscape of the future can and should feel meaningfully different not only in how its users interact with the built environment, public realm, and city services, but also in the ways in which citizens and communities interact with one another and make decisions about their city. Lehtovuori and Ruopplia note that "a novel advantage [of digital technology] is the new technologies which enable spreading the word among communities of interest with a great speed and penetration" (Lehtovuori & Ruoppila, 2012). If it is possible to transform cities through autonomous vehicles, reactive streetscapes, and even new forms of sustainable energy, then it is also possible to re-invent public participation beyond the current model of measuring engagement through the tabulation of online comments, Post-It notes generated in neighborhood-planning charrettes, and attendance at community meetings and PowerPoint presentations shown at offsite locations and specific hours of the day. The above recommendations for integrating technology into the activation, facilitation, and management of a temporary use-driven planning process are some initial thoughts on how to address this challenge. For Sidewalk, the appeal of temporary use is twofold: first in developing scalable products to substantively reinvent current models of public engagement and second, in the competitive advantage its future

community can gain by surfacing a maximum number of diverse user inputs, exposing innovators to new urban dilemmas to be solved, and soliciting unexpected results through the creation of "new urban imaginaries" (Lefebvre, 1992b).

STEPS IN THE PROPOSED TEMPORARY PLANNING PROCESS



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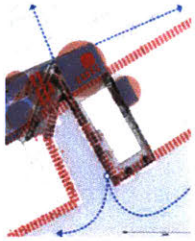

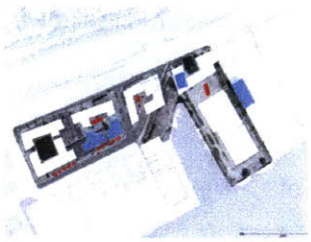

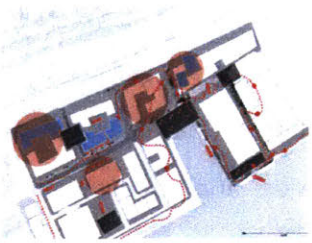

th permanence + alpha testing

Iteration + beta testing

Transition

full occupancy

TS

TRUCTURES

N

OUTCOME-BASED CODE

ACTIVITY CLUSTERING

STANDARDIZED IMPACT REPORTS

ACTIVITY CLUSTERING

LOCAL KNOWLEDGE TOURS

COLLABORATIVE WORKSHOP

COLLABORATIVE WORKSHOP

PUBLIC ENGAGEMENT OBJECTS

TIME-BASED PREFABRICATED STRUCTURES

TIME-BASED PREFABRICATED STRUCTURES

MAGNET OBJECTS

CALL FOR SUBMISSIONS

SWING SPACES

CALL FOR SUBMISSIONS

SWING SPACES

CATALYZING EVENT

CATALYZING EVENT

FACILITATING NON-PROFITS

REACTIVE NUISANCE CODE

DYNAMIC PERMITTING

LOOSE SPACES

Conclusion

Temporary use can and has been effective in many different urban contexts as a means of achieving a wide variety of outcomes. Whether in pursuit of new use concepts, greater participation and social ties, or to stimulate development in areas losing significance; temporary use projects can offer an alternative pathway to permanent outcomes, incorporating meaningful user engagement along the way. Temporary uses have been implemented to address a range of urban planning and development goals from raising real estate value, to promoting diversity and affordability, creating economic opportunity and prosperity, fostering communities of creative entrepreneurs, and evolving more sustainable urban forms. In these varied contexts, temporary uses have been shown to build consensus and solicit the unexpected.

Looking forward, Bishop and Williams' identified conditions leading to temporary use are likely to become more prevalent, as is the use of data-driven technologies like those envisioned by Sidewalk Labs in the planning, building, and maintenance of cities. In light of these considerations, there is both a need and an opportunity to refine coherent and consistent approaches to planning through temporary use and leverage "spatial and temporal niches of innovation" to create cities that are dynamic in how decisions about them are made, in addition to how their final outcomes look and feel (Lehtovuori & Ruoppila, 2012).

Though temporary planning for the most part doesn't generate alternatives to permanent outcomes, the alternative path to permanence that temporary use planning can offer is still a relevant option for future urban planners to consider. Temporary use is a more iterative and scalable model than traditional planning (which often works to achieve a predetermined end goal through linear processes and seeks public engagement more for approval than for meaningful input.) The ability of temporary projects to revitalize under-used urban areas has already demonstrated their economic potential. The growing phenomenon of dying retail and the need to re-imagine ground-floors in cities has also led to isolated instances of temporary use, as have community initiatives to combat vacancy through the cultivation of green spaces. Yet temporary use has yet to be widely appreciated by planners as a better way to engage users in the planning process.

The design and architectural community appears to recognize temporary use's creative potentials, juxtaposing modern aesthetics and program with industrial legacies through adaptive re-

use. This limited understanding of temporary use has resulted in occasionally intriguing, but unrevolutionary results such as modern coworking labs and makerspaces situated in former slaughterhouses and piano factories. Temporary use projects have also given rise to now well-worn aesthetic trends (this entire thesis could have been written about the creative potentials of varnished particle board and repurposed packing crates.)

City governments and private developers alike can be resistant to new planning concepts, especially those which challenge the notion of centralized-decision making or bold and visionary leadership (Daniel Burnham's "make no small plans".) Temporary use's widely-spun reputation as a means of diffusing power, resisting top-down plans, and favoring social benefit to financial gain has further contributed to creating mindsets unreceptive to the concept of planning through temporary use. But this is short-sighted. Cities have value beyond revitalized real estate or design opportunities, and this value increasingly lies in the yet-unrealized potentials of their users. Hopefully, demonstrating how temporary use can be productive and profitable when pursued as part of a concerted planning process will be convincing to planning powers that be: they may either become more open to the new potentials arising from temporary use, or they may continue to pursue development as it has existed for some time, confining themselves to its known benefits-and its known limitations.

Entrepreneurs are often celebrated for finding ways to leverage previously unused spaces-why not temporal crawl spaces as well? There are marginal profits to be gained and shared through temporary use in previously unleveraged the time periods of urban development. These new crawlspaces can be monetarily profitable or provide social benefit (through affordable housing or by temporarily lifting burdens on the housing market.) Furthermore, temporary use has in fact been demonstrated to be a rapid and efficient means of increasing land value, and feeding the urban "Growth Machine" (Molotch, 1976).

Even if we accept the mindset that cities have an obligation to grow, how they grow and how they reach their goals is no less important a question than what those goals are. The process of planning makes a meaningful impact and can determine whether a city stagnates or becomes increasingly more equitable, sustainable, and innovative. Temporary use planning is a viable (if complex, vexing, and exhilarating) alternative process in the pursuit of growth, diversity, economic prosperity, and more creative and resilient urban forms.

So, as urban planners, how do we get there? From

a municipal planning standpoint, temporary use planning will still require a great deal of top-down influence in the form of financial resources and regulatory support, as well as genuine commitment to the processes of activation, participatory placemaking, and iterating planning outcomes. Temporary use planning will require cooperation from existing communities, advocacy to the private development sector, and new fiscal tools to ensure that gentrification and inequitable divestment from locally undesirable land uses (both potential unintended consequences of temporary use) do not go unchecked. Most of all, temporary use planning requires a cultural shift towards healthy humility, concession to the impossibility (even for trained planners!) of ever fully scripting the future, and openness to the potentials that arise when we accept knowledge created by others, and acquiesce to the opportunities of the unknown.

Areas of further study

Though outside the scope of this thesis, my research into alternatives to permanence in planning raised many questions which are worth pursuing further, including:

- Climate change rhetoric has shifted planning conversations from a focus on "sustainability" (to endure) to "resilience" (to regenerate) and, most recently to "adaptation": how might these values be addressed through temporary use, which provides a means of bringing land uses into better alignment with externally-constrained timeframes?
- How can existing technical and financial models such as discounted cash flow analyses and fiscal impact studies be adapted to justify and/or support temporary use from the standpoint of economic viability?
- How should citizens and cities consider the role of technology in facilitating temporary use in light of new concerns over data and privacy, which didn't previously intrude upon the public realm?

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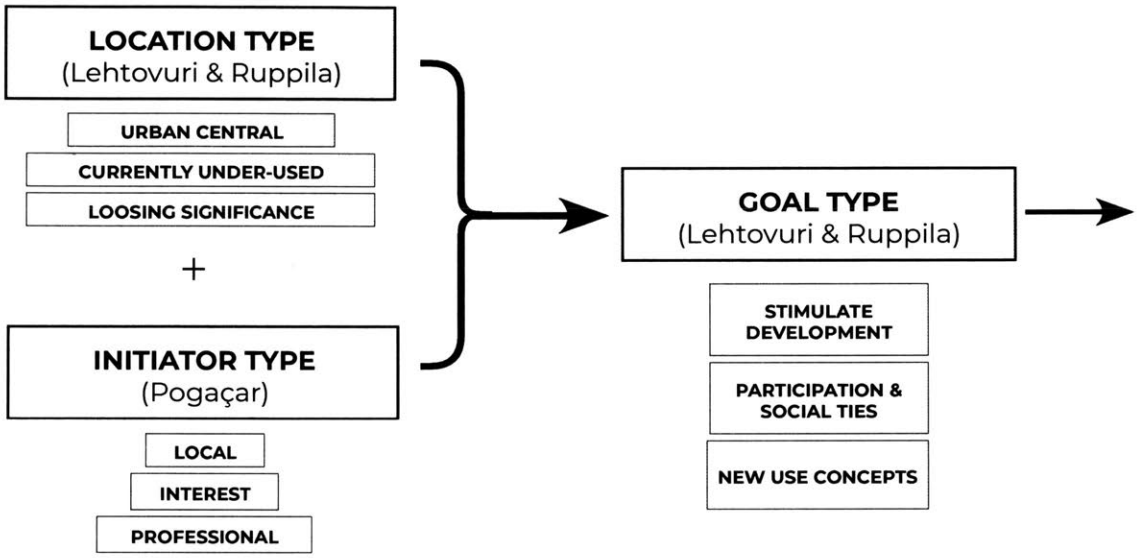
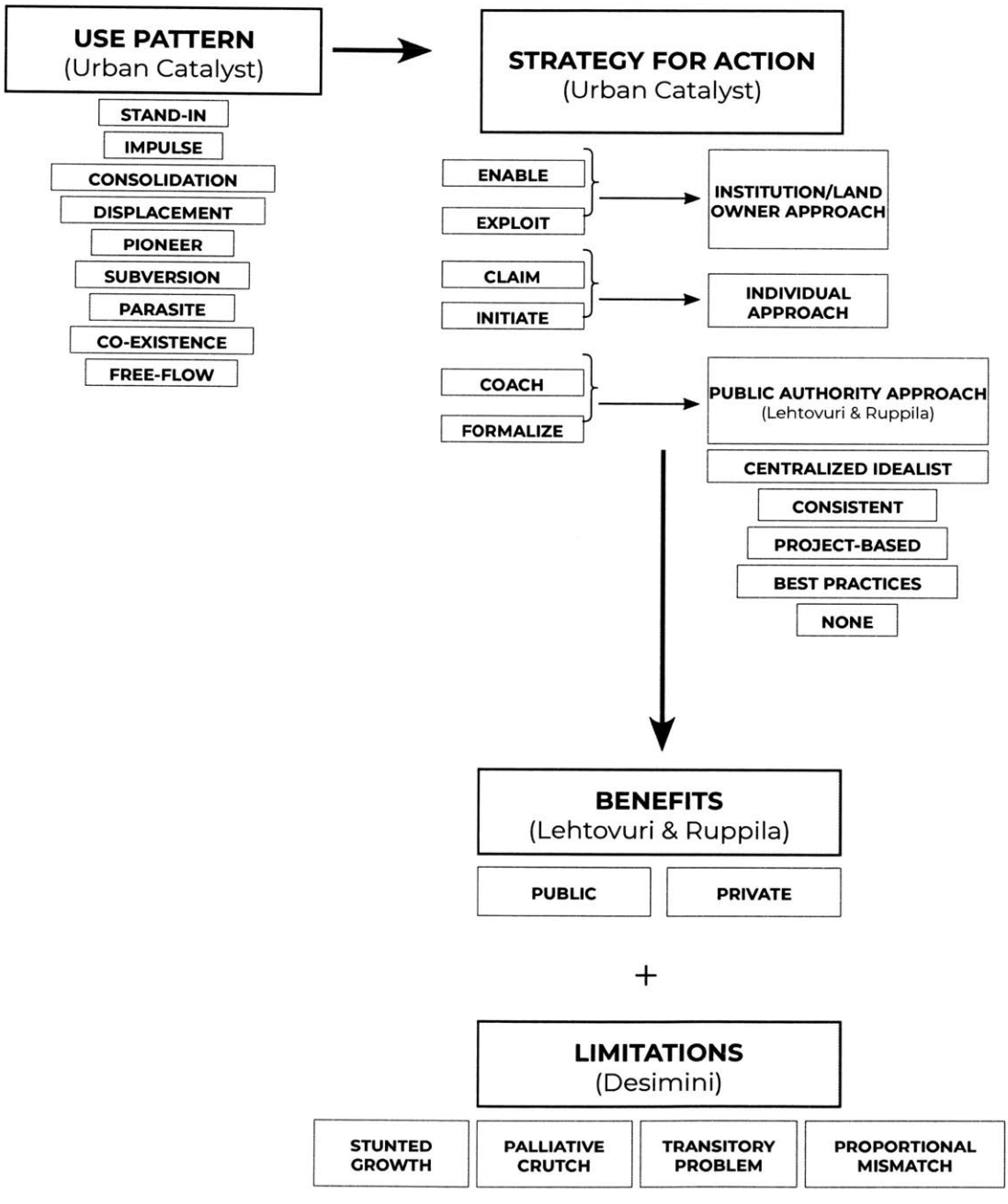
Appendix

TEMPORARY USE TYPOLOGIES + TYPES




USE PATTERN
(Urban Catalyst)
STAND-IN
IMPULSE
CONSOLIDATION
DISPLACEMENT
PIONEER
SUBVERSION
PARASITE
CO-EXISTENCE
FREE-FLOW
STRATEGY FOR ACTION
(Urban Catalyst)
ENABLE
EXPLOIT
INSTITUTION/LAND OWNER APPROACH
CLAIM
INITIATE
INDIVIDUAL APPROACH
COACH
FORMALIZE
PUBLIC AUTHORITY APPROACH
(Lehtovuri & Ruppila)
CENTRALIZED IDEALIST
CONSISTENT
PROJECT-BASED
BEST PRACTICES
NONE
BENEFITS
(Lehtovuri & Ruppila)
PUBLIC
PRIVATE
+
LIMITATIONS
(Desimini)
STUNTED GROWTH
PALLIATIVE CRUTCH
TRANSITORY PROBLEM
PROPORTIONAL MISMATCH

VARIABLES CONSIDERED IN QUANTITATIVE ANALYSIS

#PROGRAMS

- 0
- 1
- 2
- 3
- 4
- 5
- more than 10
- more than 20
- more than 50
- more than 100

#LOCATIONS

- 0
- 1
- 2
- 3
- 4
- 5
- more than 10
- more than 20
- more than 50
- more than 100

#USERS

- 1
- <10
- 10-50
- 50-100
- 100-500
- 500-1k
- 1k-5k
- 5k-10k
- 10k-100k
- >100k

PROGRAMMATIC MALLEABILITY

- none
- low
- medium
- high
- open

SPATIAL MALLEABILITY

- none
- low
- medium
- high
- open

FREQUENCY

- muiltiple x daily
- daily
- weekly
- monthly
- quarterly (4x/yr)
- semianual (2 x/yr)
- annual (1 x/yr)
- periodic (few years)
- decennial
- once (constant/nonrecurring)

INITIATORS

- 1 person
- 1 team
- team + individuals
- multiple teams
- multiple teams and individuals
- multiple individuals

SITE SIZE

- no physical footprint
- object/ single occupancy
- building/lot size
- XL building/lot size
- multiple buildings/ lot
- XL multiple buildings/ lot
- neighborhood/district
- multiple district
- city
- region

DURATION

- <1 day (hours)
- 1 day
- < 1 week (days)
- <1 month (weeks)
- 1 month
- < 6 months (season)
- 1 yr
- < 2 yrs
- < 10 yrs
- >10 yrs

GOVERNANCE

- central
- more central
- split
- more diffuse
- diffuse

TEMPORARY USE TYPOLOGIES

CIRCUMSTANCES
(Bishop & Williams)

"Flexibility and uncertainty about the future has led to both spatial and political conditions supporting temporary use as a natural answer."

Uncertainty
increased volitility of once inviolate political, economic and environmental conditions

Vacancy
having a multitude of underused areas, creating a temporal and spatial cacuum between old and new uses

The revolution in work
prevalence of flexible workplaces and self-employment

Intensity in the use of space
contemporary multi-use of space and spatially overlayed programs

Counterculture and activism
inherent inability of the property market to meet certain needs

New Technologies
use of smartphones, Internet, GPS

Creative milieus
creative sector as most suceptible to using and occupying marginal areas or vacant buildings

EPHEMARAL URBANISM
(Mehrotra)

"Incomplete constructions are based on specific conditions with open templates yet to be developed, transformed and materialized."

Religious
transformations of landscape in the practice of faith

Celebratory
for less-regulated social interactions

Transactional
for exchange and resistance to globalizing anxiety of international trade

Extractional
built to support the exploitation of natural resources

Military
light, influential layers of territonal control dynamics, deployed to support military activities

Refuge
settlements located where political tensions or extreme weather contribute to displacement

Natural Disasters
responses to urgent necessities to construct more adaptive occupations of territory

LOOSE SPACE
(Franck)

"Physical elements that occupants can appropriate all contribute to the emergence of a loose space, but ...for a site to become loose, people themselves must recognize the possibilities inherent in it and make use of those possibilities for their own ends."

Appropriation
how people recognize different opportunities in spaces and use them differently, informed by cultural and social differences among actors

Tension
spaces are neither complerely empty and without structor nore completely structured, loose and regular uses of space interplay in creative and productive ways

Resistence
looseness arising as a response to spaces themselves being rebuilt or demolished as a means of regulating use or erasing meanings. Behavior becomes tatical, loosness is engaged to achieve particular ends.

Discovery
spaces currently without any formal, official uses, or the uses for which they were designated are now gone.

INITIATOR TYPE
(Pogaçar)

[temporary use] attempts to activate and connect people, it embodies ecological principles, it promotes the hands-on approach to active involvement, it supports decision making by participants or users, it promotes flexible, creative, temporary solutions.

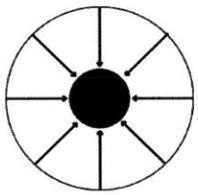
Local
individuals, local residents, city district boards

Interest
associations, NGOS, city district boards, users

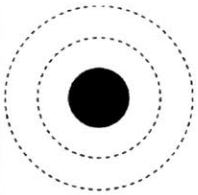
Professional
architecture & urban design studios, schools, art groups etc

LOCATION TYPE
(Lehtovuri & Ruppila)

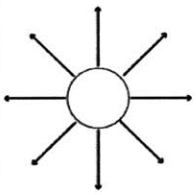
"Spatial and temporal niches of innovation"



Urban Central
use/function: defined
attention/flux: high
apprehension/meaning: fashionable, classic, elitist
development perspective: stable, lacking new ones
goal of temp use: intensification



Currently Under-Used
use/function: loose
attention/flux: none
apprehension/meaning: edgy, daring, promising
development perspective: open (risky)
goal of temp use: introduction, initiation



Loosing Significance
"use/function: defined, but weakening
attention/flux: some, could be better
apprehension/meaning: out of fashion, low-brow
development perspective: redevelopment optional
goal of temp use: redefinition, diversification"

GOAL TYPE
(Lehtovuri & Ruppila)

"The main motivation is to increase the attractiveness of yet un-built land, but it is also recognized that the uses themselves can become sustaining innovations, incubating small businesses or other organisations."

Stimulate development
Promote spatial conditions to enable actual use of previously underused areas by stakeholders

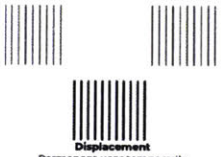
Participation & social ties
Involvement and participation related to the spatial intervention (the co-creation of contents for the use of space as well as assistance in the physical redevelopment of the area) facilitate the consequently significant process of strenthening social ties of local and wider communities of interest

New Use Concepts (& user profiles)
Investigate the process of seeking and providing long-term solutions to specific social as well as spatial issues by raising awareness, alerting, and establishing dialogue and communication between different stakeholders–in this respect, the urban activator functions as a mediator in the process.

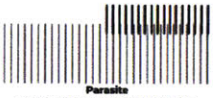
TEMPORARY PATTERN (Urban Catalyst)	STRATEGY FOR ACTION (Urban Catalyst)	PUBLIC AUTHORITY APPROACH (Lehtovuri & Ruppila)	LIMITATIONS (Desimini)
Participatory processes allow for individual actors as well as professionals ...to become initiators of change. The long-term vision remains elastic. It is conceived in several successive stages and constantly adjusted."	"It is necessary to think of planning as a process that occurs over time and to think not only in terms of a desired end result, but rather in development steps from very early on, which might unfold in several directions, where the end result is never defined."	"Authorities increasingly lack the resources to simply command urban development, which also forces them to tactical allies to achieve their ends"	"the temporary functions well as programmatic overlay or an event landscape to activate an existing, clearly articulated, often vibrant space rather than as a catalyst for systemic urban change."

Stand-in
no lasting effect on the place. It merely uses the gap between the last use and the next. low-impact approach makes realization easier at the cost of transitoriness.

Co-existence
informal temporary use on a smaller scale, after the appearance of new commercial uses; niche existence

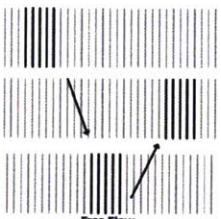


Displacement
Permanent uses temporarily displaced and continue in an improvised fashion until they are able to return to their permanent location.



Parasite
exploits the potential of an existing long-term use by operating next to it

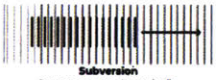
Consolidation
former temporary use becomes established and turns into long-term use. Informal arrangments replaced by long-term leases & regular permits



Free Flow
use continues indefinitely by moving to new locations as the opportunity arises. combines pragmatism of stand-in with long-term development; uses the change of location to update its own activity

Pioneer
hitherto unused territory is temporarily appropriated and used in a transient manner. Success of temp use = activities become increasingly permanent

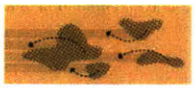
Impulse
In-between use that establishes a new activity profile that is carried on in a new form even after it ends



Subversion
temporary use strategically occupies spaces of long-term use in order to disturb & transform

city institution/land owner

Enable
how people recognize different opportunities in spaces and use them differently, informed by cultural and social differences among actors



Exploit
temporary uses are employed by third parties as a way of pursuing interests of their own (ex: public awareness/commercial appeal)

Consistent
temporary use is applied as part of a long-term vision for regeneration, and implemented with adequate resources

(ex: Amsterdam NDSM Wharf)

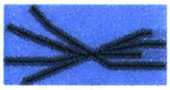
Transitory Problem
relegation of particular types of use to non-permanent, non-regulated, non-supported status

Project-Based
temporary use is applied as part of a long-term vision for regeneration, but implemented only with limited resources in eventlike manner

(ex: Tallinn project Lift 11)

Stunted Growth
inability of landscapes to establish in the short time cycles associated with the temporary

public authority

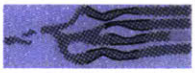


Coach
users & interested parties are supported and linked together into a network

Centralized-Idealistic
idea of temporary uses is understood on a strategic level, but the resources have not been distributed for its implementation

(ex: Helsinki Kruunuvuorenrant)

Palliative Crutch
use of stop-gap, temporary, land stabilization techniques that can serve to deter future development



Formalize
informal solutions are formalized with open-ended leases, permits & professionalized management

Best Practices
"temporary project is taken as a model for broader policy-making and subsequent implementation

(ex: Renew Newcastle)

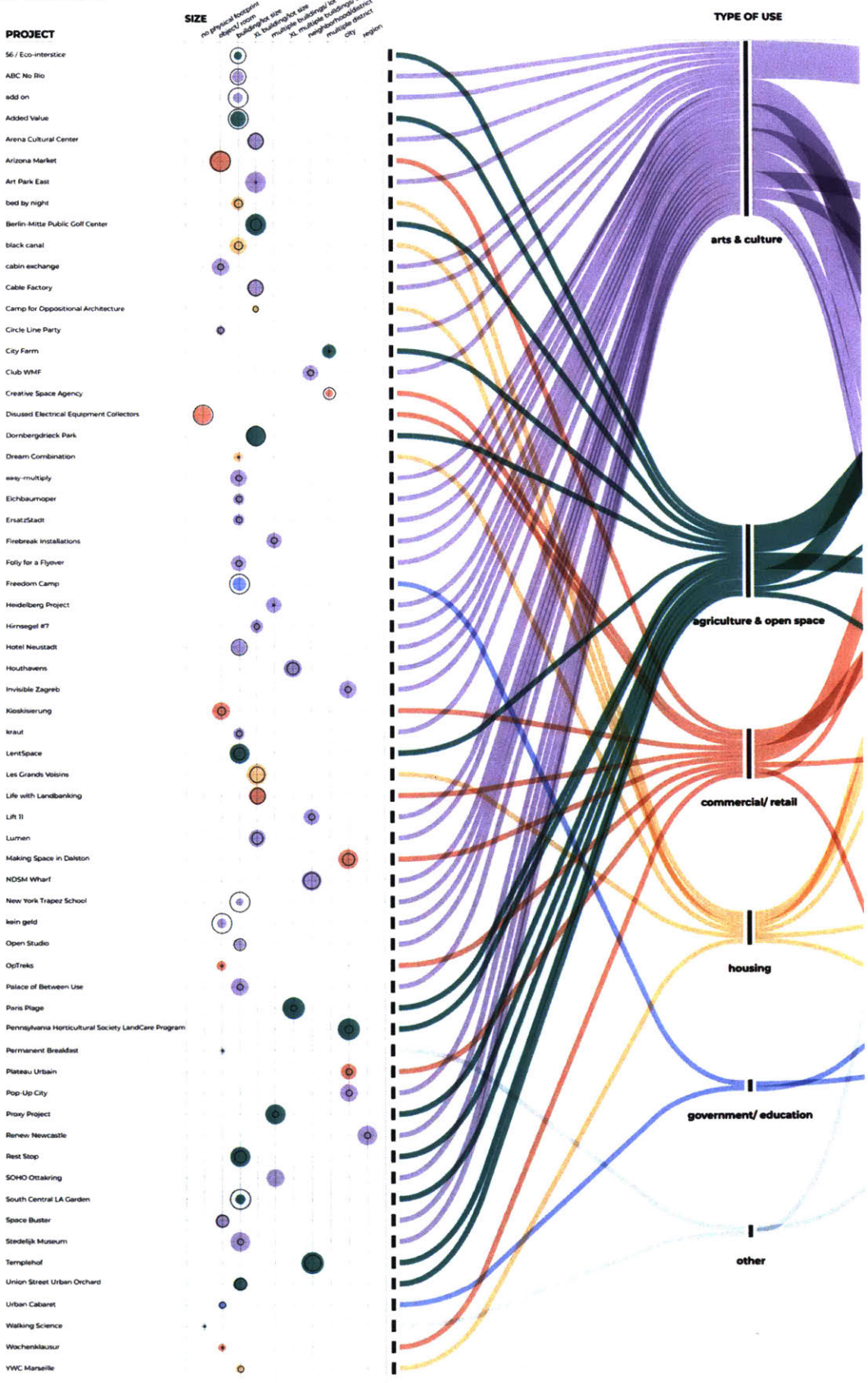
Proportional Mismatch
unperceivable impact of the inherantly small-scale temporary projects amid a widespread, systematic condition of disinvestment

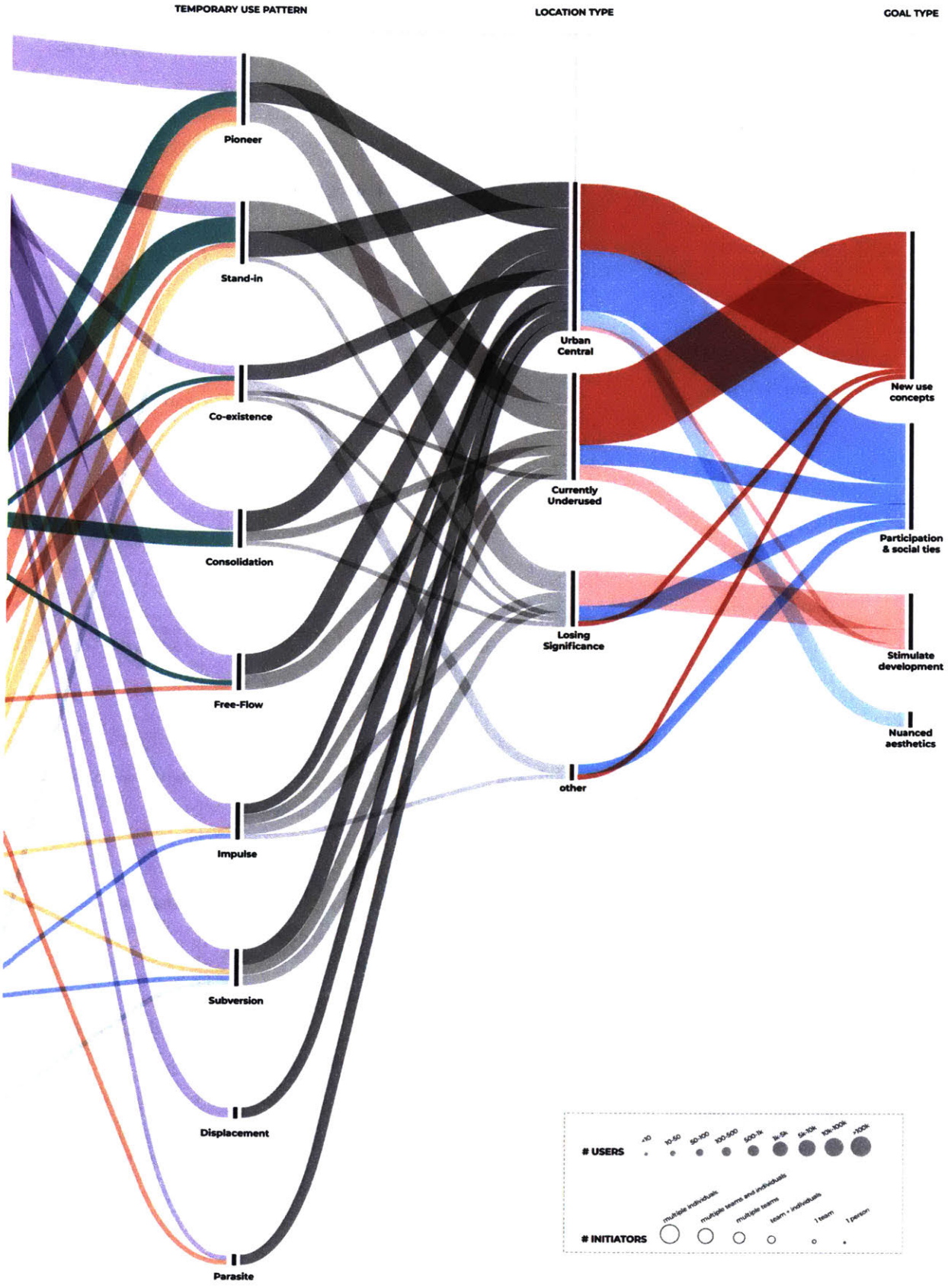
individual actors

Initiate
agents initiate a cluster of activities and negotiate a concept & short/midterm strategy for wide variety of users

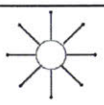
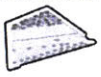
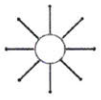
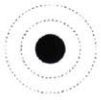
Claim
fight for contested spaces and spaces for contested activities through debate & actions in the space

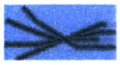
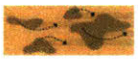
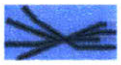
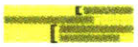
TEMPORARY USE TYPOLOGIES



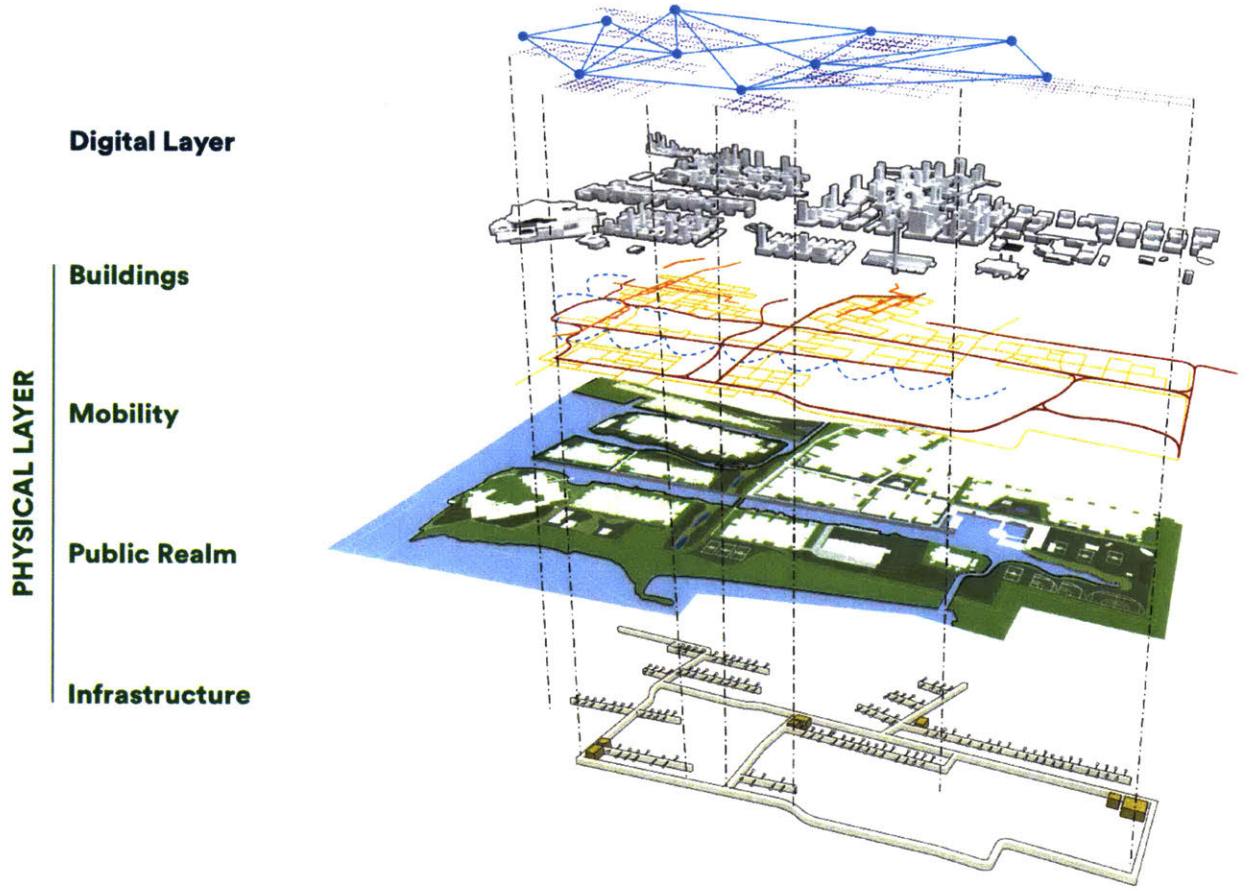

TEMPORARY USE PATTERN
LOCATION TYPE
GOAL TYPE
Pioneer
Stand-in
Co-existence
Consolidation
Free-Flow
Impulse
Subversion
Displacement
Parasite
Urban Central
Currently Underused
Losing Significance
other
New use concepts
Participation & social ties
Stimulate development
Nuanced aesthetics
USERS
<10
10-50
50-100
100-500
500-1k
1k-5k
5k-10k
10k-100k
>100k
INITIATORS
multiple individuals
multiple teams and individuals
multiple teams
team + individuals
1 team
1 person

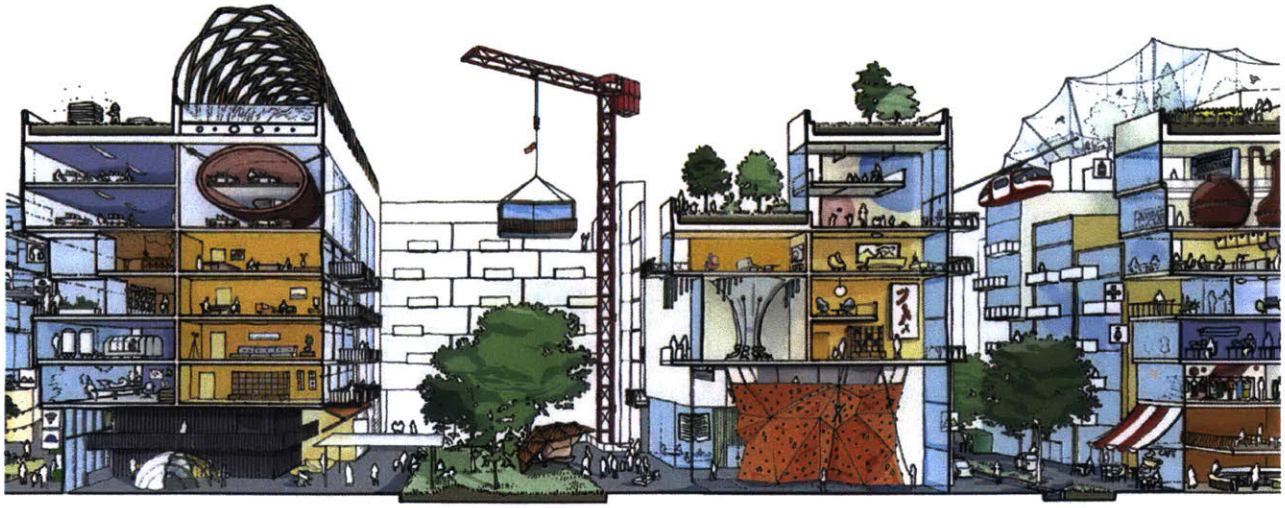
CASE STUDY TYPOLOGIES

		INITIATOR TYPE	LOCATION TYPE	GOAL TYPE
Interboro partners	LIFE WITH LANDBANKING	Professional	 Loosing Significance	Stimulate Development
	LENTSPACE 	Local	Urban Central	New Use Concepts
	HOLDING PATTERN	Professional	Urban Central	Participation & Social Ties
Raumlabor	SPACEBUSTER	Interest	Urban Central	New Use Concepts
	EICHBAUMOPER	Professional	 Loosing Significance	Participation & Social Ties
	TEMPELHOF	Local	 Currently Underused	Participation & Social Ties
Dalston + muf architecture	MAKING SPACE	Local	Urban Central	Participation & Social Ties
Amsterdam + Kinetisch Noord	NDSM WHARF	Local	Currently Under-Used	Stimulate Development
Plateau Urbain et al	LES GRANDS VOISINS	Interest	Urban Central	New Use Concepts

TEMPORARY PATTERN	PUBLIC AUTHORITY APPROACH	STRATEGY FOR ACTION	LIMITATIONS
Pioneer	[none]	 Coach	Proportional Mismatch
Stand-in	Project-Based	 Exploit	Stunted Growth
Impulse	[none]	 Coach	Transitory Problem
Free-Flow	[none]	Enable	Proportional Mismatch
Impulse	Project-Based	 Enable	Stunted Growth
Pioneer	Centralized-Idealistic	Formalize	Proportional Mismatch
Co-existence	Project-Based	Enable	[none]
Pioneer	Consistent	Exploit	stunted growth
Pioneer	Consistent	Enable	Transitory Problem

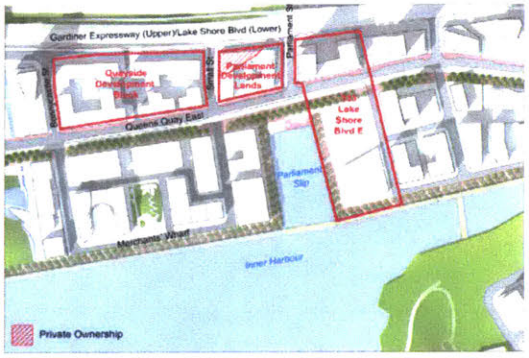
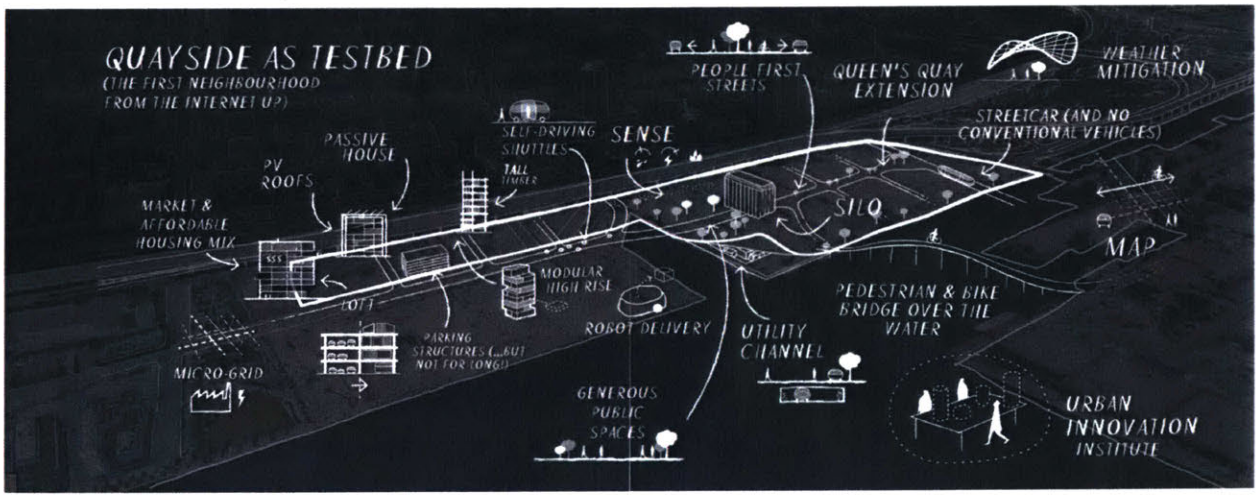
QUAYSIDE VISION DOCUMENT (SOURCE: SIDEWALK LABS)





QUAYSIDE SITE PHOTOS (SOURCE: SIDEWALK LABS)

QUAYSIDE REQUEST FOR PROPOSAL (SOURCE: WATERFRONT TORONTO)



QUAYSIDE VISION DOCUMENT (SOURCE: SIDEWALK LABS)