

# Temporary use during Kleinhüningen's harbour renewal process

A case study of characteristics, opportunities and tools for successful implementation



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## MANAGEMENT SUMMARY

Major structural changes are underway in Kleinhüningen's harbour area.

On the one hand this will involve relocation and reorganisation of harbour infrastructure; on the other, the reorganization of harbour area use will enable new utilisations of existing spaces.

The current plan includes development of an urban city quarter containing a versatile mix of uses of areas previously reserved for harbour processes.

Due to its complexity and scope, the harbour area's transformation towards a vital city district will span years if not decades. Over the course of development, temporarily unused spaces are very likely to emerge, leading to options for "temporary use", i.e., the deliberately temporal utilisation of spaces between the abandonment of their original utilisations and beginning of their intended final utilisations.

The present work examines potential opportunities and impacts relating to the implementation of temporary use within Kleinhüningen's harbour renewal process, including an introduction to the concept's characteristics and effects. Based on these characterises and an external situational analysis, a possible strategy related to the management of emerging open spaces will be proposed. Because of its positive potential for local development, as well as its contribution to the achievement of other intended outcomes, tactical implementation of temporary use during the harbour transformation is suggested, while practice-oriented principles of action research, i.e., concrete tools for the proposed strategy's implementation, are presented.

By linking the concept along with tools for its effective implementation, the work at hand is designed to facilitate discussion, leading to the successful adoption and management of temporary uses during the harbour's transformation process.

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# 1. INTRODUCTION

## 1.1 Background

Despite Switzerland's landlocked position in the heart of Europe, it has direct access to the open sea via the Rhine, which originates in the country's south-eastern region and roughly marks the country's northern border from Lake Constance to Basel. After Basel, the Rhine turns northwards through Germany, then Netherlands before disemboguing into the North Sea outside Rotterdam. Its depth and width allow transit of medium sized cargo ships. From the sea, freight traffic is possible up to slightly upstream of the Port of Basel. A few kilometres farther inland, near Rheinfelden, freight traffic ends due to insufficient depth.

Coupled with the Rhine's ocean access, its historical function as a frontier between numerous countries has led to the pronounced, though relatively recent, development of port industries with diverse facilities in the Basel region. Basel's main port, the "Port of Switzerland", is currently divided into three areas: The largest and oldest of these, the Port of Kleinhüningen, lies just inside the border of Switzerland, next to the convergence of the French, German and Swiss borders. Seven and nine kilometres upstream are, respectively inland, the Port of Birsfelden and, outside Muttensz, the 'Auhafen'.

While the Rhine has always been extremely important to Basel's history, its first industrial-era facilities were only constructed near the beginning of the 20<sup>th</sup> century at the now rezoned St.Johann port area. Yet demand for the harbour's services quickly surpassed its capacity, which was limited by its steep banks, small size and limited cargo-handling infrastructure.

A more suitable area was available just a few hundred metres downstream, near the village of Kleinhüningen. There, in 1914, the city of Basel began to plan a new harbour, beginning construction in 1919. In 1922, Kleinhüningen's Dock 1 was ready for inauguration. The following years saw the development of modern crane systems, handling and storage facilities; a second dock was inaugurated in 1939.

However, the harbour's development virtually ended with the onset of WWII. Today, with many of its facilities dating back more than 80 years, Kleinhüningen's antiquated infrastructure, cargo handling organisation, and zoning plan all require major upgrades.

Industrial facilities such as storage silos and tank systems are optimally positioned as close as possible to the Rhine. However, as Basel has expanded considerably since the harbour's construction, what was once a remote location is now uncomfortably close to the city centre. From an economic perspective, considering the harbour's relatively low value addition, the use of potentially high-value urban riverside residential property for silos and industrial facilities reflects sub-optimal land use policy.

As a result, local administrators have decided not only to restructure the Kleinhüningen harbour area, optimise cargo handling and develop its value potential, but to redevelop the entire quarter. The transformation process is now underway, with the planning procedure in full swing. A more detailed description of the restructuring plans can be found in subsection 1.1.1

Considering its size, scope and complexity, this project involves intensive negotiations; considering the potential costs and benefits to Basel, the region, and Switzerland as a whole, diverse stakeholders, institutions and investors are involved. And considering the harbour's location, even coordination with Germany and France is essential. For the moment, then, while no final plan yet exists, the renewal process will be a long-term project that will temporarily vacate various areas, buildings or rooms – commonly called "temporary open spaces", or 'temporary rooms'.

The present study examines prospective temporary spaces in Kleinhüningen's harbour area transformation process, along with potential effects and benefits of their interim use. To facilitate related actions, it will also present utilities and tools to handle temporary use.

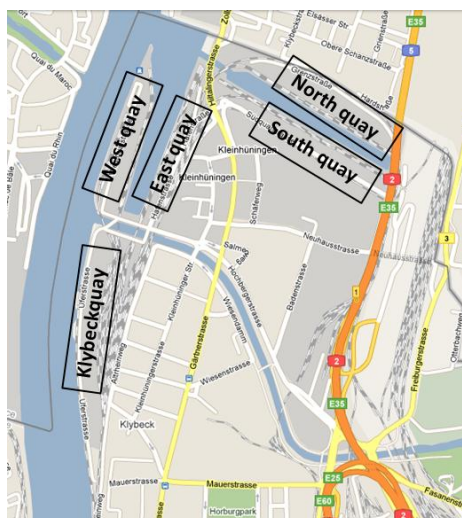
## 1.2 Starting position & problem statement

### 1.2.1 Restructuring of harbour area

As most readers of this study are presumably familiar with the Kleinhüningen harbour area's renewal plan, only the significant details are summarized here.

The Kleinhüningen harbour is located in the northwest corner of Basel, next to the convergence of the French, German and Swiss borders. In terms of land area, it can be roughly divided into three parcels: Dock 1 (containing the West and East quays), Dock 2 (containing the North and South quays), and to the south, the Klybeck quay.

Illustration 1: *Kleinhüningen Harbour*

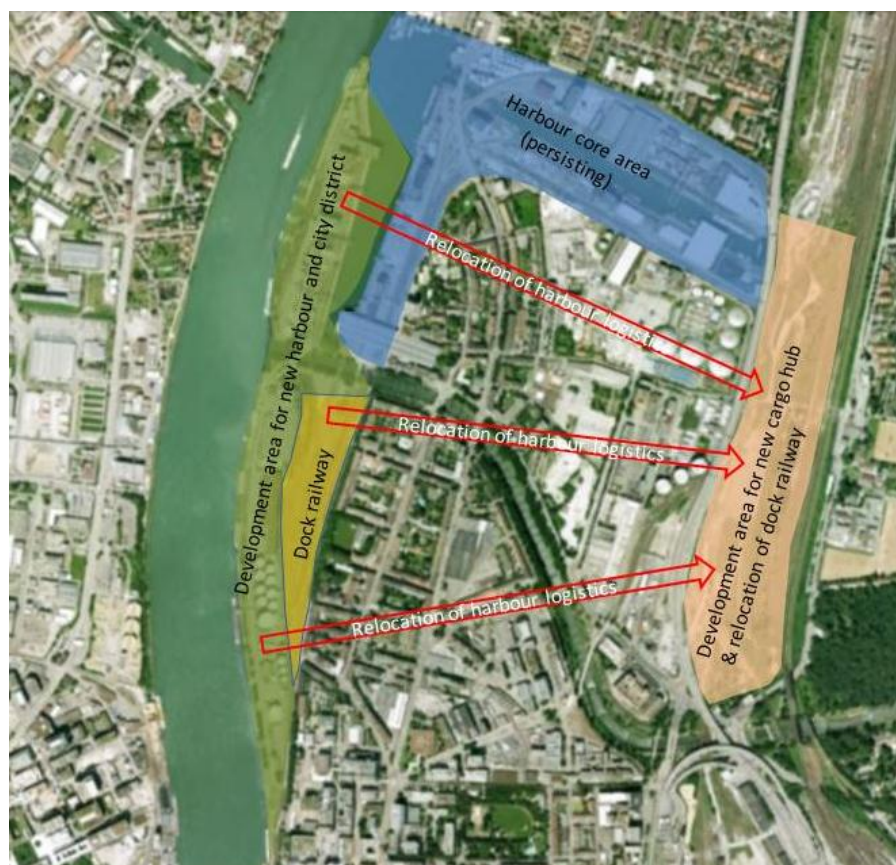


Currently, active ship to shore cargo handling occurs almost exclusively via Docks 1 and 2. Besides the dock railway, the Klybeck quay is used solely by the Migrol company, which operates in the energy sector. However, Migrol will end its harbour use in Kleinhüningen by the end of 2011 and will dismantle its silos and tank facilities by the end of 2012. Apart from some temporarily docked vessels, the Klybeck quay's waterside area will then be virtually free of harbour activity.

Due to 'dispersal' of cargo handling (Weibel, 2010), the current harbour infrastructure layout is suboptimal. For example, the dock railway is located at the Klybeckquay, far from the places where most cargo is handled. Additionally, the past decades' shift from bulk transportation to container logistics has meant new infrastructure demands.

To maximize the harbour's capacity, the area's renewal process will greatly improve all aspects of cargo handling efficiency, and will include a purpose-built rail-ship connection.

Illustration 2: *Intended transformation of area*



*Own illustration*

There is large idle space in the east of present harbour location available which is bordered by 'Deutsche Bahn'- (German Railway) tracks and with the German railway station situated nearby to the southeast. Therefore, current planning includes inland relocation of certain harbour infrastructure onto this idle property. In order to concentrate cargo handling here using a new hub

with direct road and rail access, construction of a third dock or container conveyor system is under consideration.

Besides optimisation of cargo handling, reorganizing the area will free land at prime locations. As shown in Illustration 2, expiring lease agreements will gradually free the West and Klybeck quay areas from their current uses, leaving development space for a modern urban harbour and residential quarter. Related planning is fully underway.

### **1.2.2 Low availability of low priced space**

Basel's core region has one of Switzerland's highest population and infrastructure densities (Bundesamt für Statistik, 2010). The resulting scarcity of land translates to low vacancy rates and high property prices. This makes Basel a particularly difficult environment for cultural institutions and their stakeholders, whose products include innovation, creativity and idea generation, but who generate little direct measurable monetary value, and who typically rely on low-rent premises.

### **1.2.3 Expulsion of cultural institutions**

High or increasing land values make it much more profitable for property owners to focus on residential and commercial usage than, for example, inexpensive studio, exhibition or performance spaces. In fact, publicity generating cultural venues are often associated with noise emissions, littering and, as mentioned above, low economic value addition. Such possibilities have little appeal for landlords.

Therefore, without major financial subsidies or sponsorship, most cultural groups rely on atypical market conditions such as low rents or flexible designs, and congregate in places which provide such conditions, even if only for limited periods. They often inhabit areas and rooms where development has stalled or which, due to other characteristics, are unattractive to commercial renters. But long periods of vacancy or low-rent occupancy are easily avoidable in a wealthy, densely populated area such as Basel. Paradoxically, then, in order to maintain continuous operation, large parts of the cultural community have to relocate frequently.



#### 1.2.4 Opening of harbour area

In order to increase the harbour's cargo handling efficiency, certain elements of its infrastructure will be relocated inland onto a new hub. This renewal process will also free spaces and open possibilities for development of a new city district.

With cessation of harbour activity at the Klybeck quay planned by the end of 2012, the conversion of its southern bankside region towards urban living space can begin. According to the government of Basel, the current strategy aspires toward 'independent development with high densification' facilitating "side by side working, living, education, culture and leisure' (Regierungsrat BS, 2010).

As a first step towards a mixed urban public realm, 'Uferstrasse' (Riverbank Street), which transits the Klybeck quay, will be opened fully for public non-motorised traffic. It is hoped that opening a first part of the harbour to public access will also bring the area into public focus and stimulate activity.

However, without additional supportive measures, the area will remain a remote and calm corner of the city. A public entrance to the described area has long existed, making it accessible for interested persons. Due to continued shipping traffic, swimming is not allowed in this part of the Rhine, and no recreational facilities are present. Thus, there is little reason to wander unintentionally into this area (Gerny, 2011).

Further drawing attention from the newly opened Rhine border/harbour area, the recently renovated Kleinbasler riverbank just 2.5 kilometres upstream is very popular. More centrally located, offering swimming possibilities, showers, seating and food, it will compete strongly regarding urbanity and diversity.

In fact, the harbour's opening is not a vitalisation per se but rather an announcement that entering the area is permitted. Additional support and vitalisation measures will be necessary to integrate the newly accessible district into public awareness.

#### 1.2.5 Missing instrument for temporary use

As mentioned above, owing to the complex interests of the stakeholders involved, neither a definitive image of the harbour area's final state nor a fundamental development plan, outlining intermediate steps and intended goals, is currently available. However, because the area's current users will relocate well before its final users arrive, temporarily idle spaces – and therefore, opportunities for temporary use – will be created in currently occupied areas. In the absence of a final development plan, then, as the present study aims to describe characteristics and possible effects underlying the concept of 'temporary use', efficient use of emerging open spaces will be suggested based on a dynamic planning process.

One precondition of any such planning is that proposed temporary uses can in no way hinder long-term development processes. On the contrary, they should promote the area's overall goals, including the development of urbanity and the realisation of high land value. This will require an instrument to check and align compliance with the policies and plans conceived by the overall planning institution. With no clear policy tool to manage vacant spaces, the consequent lack of coordination will lead to wasted effort on all sides, decreasing the landlord's motivation to meet temporary users' needs, and increasing temporary users' risk of cancelation. Corresponding to this author's information, no such instrument of control exists for the 'Schweizerischen Rheinhäfen' (SRH): therefore, one goal of the present work is to develop one.

### 1.3 Research objectives

At the centre of this paper lies the intention to enable the use of temporary open spaces emerging within Kleinhüningen's harbour area renewal process, as well as to offer tools and arrangements beneficial to all involved parties.

Target tracking will depend, on the one hand, on defining a set of general characteristics and possibilities for temporary uses, and, on the other hand, on developing an instrument for the dynamic handling of uses.

Table 1: *Goals of the current study*

<b>Overall aim:</b>
<ul style="list-style-type: none"> <li>To enable unobstructed and effective temporary uses of temporary open spaces within the transformation process of the Kleinhüningen harbour area.</li> </ul>
<b>Demonstration of temporary use characteristics</b>
<ul style="list-style-type: none"> <li>Explanation of primary characteristics</li> <li>Identification and evaluation of strengths, weaknesses, opportunities and risks, in the context of the port situation</li> <li>Illustration, from economic and cultural perspectives, of factors beneficial to the area's development</li> <li>Identification of possible factors to simplify coordination and cooperation</li> </ul>
<b>Toolbox development for the attention of the SRH</b>
<ul style="list-style-type: none"> <li>Identification of existing as well as ideal preconditions for of temporary use</li> <li>Development of strategy proposal aligned to open space management</li> <li>Presentation of actions and tools to accomplish smooth, effective temporary use</li> </ul>

## 1.4 Research questions

In order to reach the above-named goals and aims, the following questions will be answered in the course of the work.

Table 2: *Research questions*

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<ul style="list-style-type: none"> <li>• What are the characteristics and effects of temporary use?</li> <li>• Which possibilities related to temporary use will emerge during the harbour's transformation process?</li> <li>• Which of these possibilities are economically optimal?</li> <li>• Which of them are culturally optimal? Where can synergies and mutual benefits be found?</li> <li>• Which opportunities and risks are predictable?</li> <li>• How can such factors be balanced, i.e., how can win-win situations be enabled, induced and sustained?</li> <li>• Which tools exist to handle temporary uses? To what extent are they applicable to the context of the harbour's situation?</li> </ul>
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## 1.5 Stakeholder & Delineation

The work at hand is intended for the office of the Schweizerische Rheinhäfen (SRH) (Port of Switzerland).

As virtually the entire Kleinhüningen harbour area is under SRH administration, the research questions and content are aligned to the SRH's needs and characteristics. Analysis relating to the handling of temporary use will be performed with regard to the area's specific properties and should provide an instrument useful to the SRH. Due to commonly accepted characteristics of temporary use, a certain possibility of generalisation shall not be excluded.

Besides the SRH, the City Basel and its diverse public authorities are major stakeholders in the area's transformation. Other direct or indirect Stakeholders include the two neighbouring countries (Germany and France), all resident companies, the Swiss and German Railway operators, town planners, investors, active neighbourhood associations, as well as diverse other parties not known to the author.

Combined with the author's external position, the extreme complexity of the various stakeholders' relationships to the harbour area makes it impossible to elaborate on all of them. They will be referred if appropriate and necessary, but the paper is written clearly for the purpose of the SRH.

As described in the 'background' section, Basel's full harbour area is distributed over three locations (Kleinhüningen, Birsfelden, and Muttenz). Most probably, the three regions' organisational

relationships will entail effects from Kleinhüningen's renewal process on the other two. However, the transformation and neighbourhood development processes will happen only in Kleinhüningen, the relevant temporary spaces will be created in this area, and effects on other areas will only be obvious in the progress of the renewal process. Therefore, repercussions on the harbour areas of Birsfelden and Muttenz are beyond the scope of this study.

Because of the Kleinhüningen harbour's importance to the city of Basel, as well as the influences of several planning institutions, various studies have already analysed the harbour area and its possibilities. However, the author has no relationship to any involved party, and has received no access either to unpublished works or to any precise information on the transformation process's current conditions.

Furthermore, it must be noted that the work at hand is concerned with demonstrating the characteristics and possibilities of temporary use related specifically to the Kleinhüningen harbour area. Considering such projects' extreme dependence on their particular situations, no specific descriptions of similar projects realised in other places will be provided here. Analogous situations and projects will only be mentioned where advisable to clarify the content.

## 2. METHODOLOGY

### 2.1 Research Design

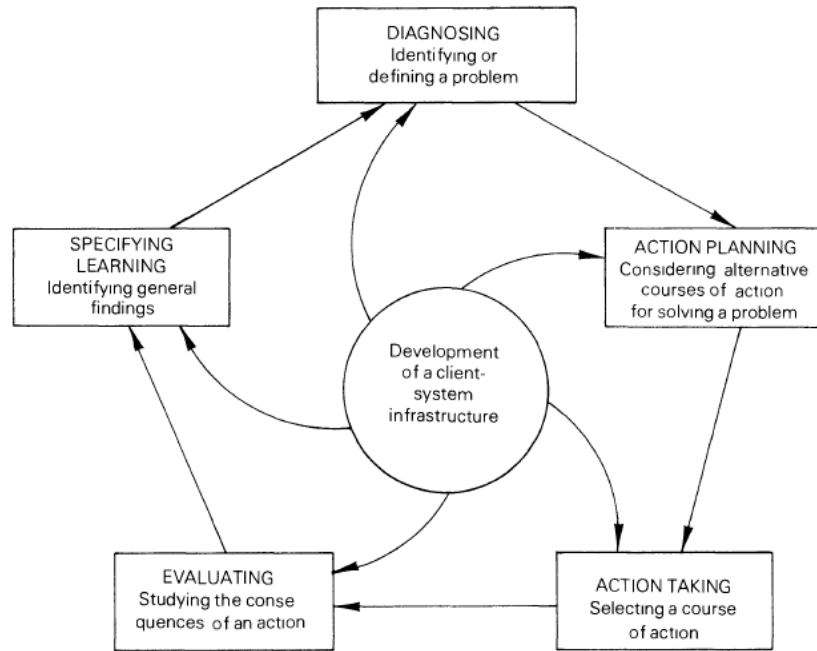
Enabling temporary use of spaces vacated during the Kleinhüningen harbour renewal process will necessitate both defining the concept of temporary use and presenting tools for effective management. This study therefore pursues the twin goals of contributing to the harbour administrators' practical needs (transformation) and contributing to social research (data generation).

By working to resolve a currently problematic situation while furthering the goals of social science (Susman & Evered, 1978), this study applies key principles of action research. The concept and term 'action research' were coined by Kurt Lewin in 1968, when he developed a method of formulating complex problems in terms of three questions: 1. What is the current situation?; 2. What are the dangers?; and, most importantly, 3. What shall we do? (Lewin, 1968).

Empirical analysis, which answers only question 1, is insufficient. In addition to methodology of classical social research – which is concerned mainly with the formulation of a hypothesis, data generation, its analysis and the development of a corresponding theory – action research follows a holistic course to initiate concrete action (Rapoport, 1970, in Susman & Evered, 1978). Successfully applied via joint collaboration within a mutually acceptable ethical framework, it contributes both to the practical concerns of people in problematic situations and to the goals of social science.

Since its primary focus is on solving specific problems, action research is more applicable to real situations than contrived experimental studies (O'Brien, 1998). Concrete actions are elaborated through scientific processes, executed, and evaluated scientifically – leading, in turn, to improved actions. This cyclical process, depicted in figure 3, enables continuous learning and methodical development of solutions to complex problems.

By simultaneously contributing to scientific research and realistic action planning, action research can be beneficial for organisational development. In the eyes of this author, its practice-oriented research is very useful and advantageous, therefore both the principles and the underlying structure of action research will be followed in the current research.

Illustration 3: *Cyclical process of action research*

*From Susman & Evered, P.588*

O'Brien (1998) defines the role of an action researcher as that of a facilitator between involved parties. He should advocate dialogue, induce stakeholders toward reflection, and support them with periodic reports. In concrete terms, action research should nourish and advocate continuous processes. However, rather than final explanations of fact, the mentioned reports are contributions to ongoing discussion amongst collaborators and decision makers (O'Brien, 1998).

The work at hand follows these purposes.

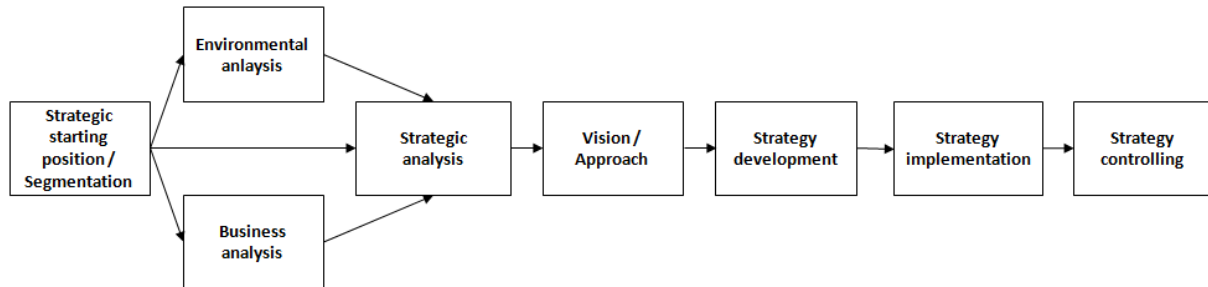
## 2.2 Process model

In the course of the following work, tracking the set targets (enabling temporary use and demonstrating the possibilities of efficient accomplishment) will require the application of a systematic process.

As clear similarities can be recognised between the processes of action research and those of strategic management, the two will be merged, resulting in a personal process structure. Action research follows the cyclical process of diagnosis, action planning, action, and evaluation, thereby resulting in specific learning, which is applicable, in turn, to renewed situational analysis and action planning. Similarly, at the centre of strategic management lie initiation, planning and implementation of activities to maintain and increase competitiveness (Lombriser & Abplanalp, 2010). As illustrated

in illustration 4, the strategic process defined by Lombriser & Abplanalp is composed of eight elements.

Illustration 4: *Strategic management process*

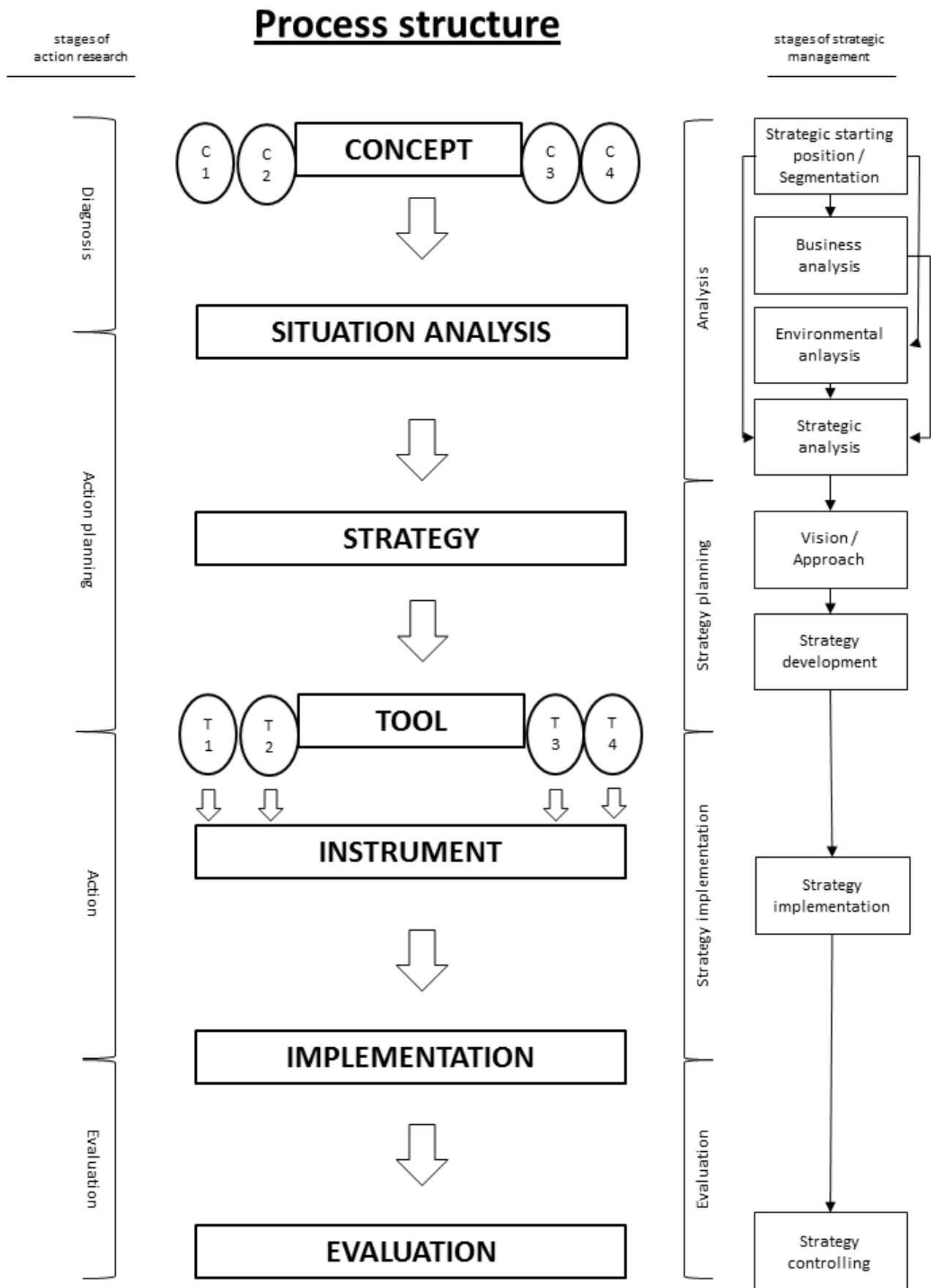


*From Lombriser & Abplanalp, P. 50*

Both processes include phases of information analysis, action or strategy development, and action or strategy implementation. As depicted in illustration 5, merging those procedures with regard to this study's intended goals leads to the following process model. The stages of the approach specific to this study are shown in the centre, with those of action research at the left and those of strategic management on the right. Hereafter, terms and definitions of strategic management will be used, with corresponding action research terms indicated in parentheses.

The information and situational analysis (diagnosis) will deal with currently accepted circumstances relevant to the harbour area renewal. An environmental analysis will outline the main points by means of a PESTEL-analysis. This, in order to examine environmental macro factors, by the categories legal and environmental supplemented PEST-analysis method lists factors, which are of influential character for the present topic under research.

During the analysis phase (diagnosis), a situational analysis was conducted of influential external factors, and the concept of 'temporary use' introduced. Its characteristics, exemplified in the process model as *C1*, *C2*, *C3*, and *C4*, are presented and evaluated in the context of the harbour renewal, then summarised in a SWOT table.

Illustration 5: *Process model*

Own illustration



Table 3: *Factors of PESTEL-Analysis their content*

	Factor	Description
P	<i>Political</i>	Character and degree of governmental involvement in the harbour renewal process
E	<i>Economic</i>	Economic factors such as economic growth, market cycles or availability of resources
S	<i>Social</i>	Trends, values, lifestyle, demographic influences, education or other population characteristics
T	<i>Technology</i>	Technological aspects such as research and development, new products, product cycles
E	<i>Environmental</i>	Ecological factors, environmental characteristics
L	<i>Legal</i>	Legal factors

Because of this author's external position and consequent lack of company-specific knowledge, this study includes no business analysis (listed as a separate step within Lombriser & Abplanalp's strategic process).

Merging the situational analysis with the characteristics of the temporary use concept allows presentation of a possible strategy (action plan) for temporary space management within the harbour area. For the purpose of its successful implementation, a number of tools are then provided to facilitate the efficient execution of the necessary actions.

The possible implementation of the proposed instrument will briefly be discussed; however, the concept's concrete execution and evaluation are beyond the scope of this paper.

## 2.3 Data generation and analysis

### 2.3.1 Approach

Within the framework of action research, qualitative research methods will be used to gather and analyse data. Besides the presentation of theoretical concept aspects, this involves providing specific options relating to particular possible actions, along with advice and tools for their implementation. To provide current, insightful information, data collection will take place via a qualitative approach, by interviewing persons acknowledged as experts in the fields of temporary land use, port industries and city development.

Table 4: Interviewee overview

PERSON	OCCUPATION	FIELD OF EXPERIENCE
Lukas Pfeifer	Teacher at 'Fachmaturitätsschule Basel', management of personal temporary use project, organiser OpenAir-Festival HillChill	Temporary use, event organisation, cultural activities
Philippe Cabane	City planner, city developer, strategic consultant, publishing activity	Urban strategies, development of use, temporary use, conversion, cultural activities
Martin Josepy	Architecture historian, city planner, publishing activity	Architecture, city development, urban strategies, cultural activities
Martin Dätwyler	Divisional Director of Transportation and Spatial Development, Basel Chamber of Commerce	Business development, location promotion, port industries
Anton Marty	Project manager related to culture, architecture & concrete city development, operator of Ostquai and Voltahalle	Temporary use, conversion, cultural activity, harbour development

### 2.3.2 Question statement

The expert subjects (Table 4) were presented a set of questions (Table 5). To generate more detailed insight, each was also asked additional thematically specific questions.

Table 5: Interview questions

<b>1.</b>	<b>What is your relationship with the harbour Basel?</b>	
	1.1	Personal
	1.2	Job-related
<b>2.</b>	<b>What are your demands on the result of the harbour transformation process?</b>	
	2.1	General
	2.2	Economic
	2.3	City / Related to usage plurality
	2.4	Cultural usage of harbour area
<b>3.</b>	<b>How do you regard temporary use?</b>	
	3.1	Possibilities
	3.2	Strengths
	3.3	Weaknesses
	3.4	Preconditions
<b>4.</b>	<b>What kind of personal experience have you had?</b>	
	4.1	General
	4.2	Job-related
	4.3	Positive
	4.4	Negative / Threats
	4.5	Which instruments did you use?

### 3. TEMPORARY USE

#### 3.1 Definition

For the purposes of this study, “temporary use” denotes the temporary and limited use of open space in the period between the abandonment of current use and the commencement of future use (Bürgin, 2010).

*\*for additional information see Appendix 8.2*

#### 3.2 Character

Change and development causes continuous formation of temporarily idle spaces in urban areas: businesses move, leaving vacant areas where new uses can be introduced. However, it may take some time for new long-term users to take over. When seamless changes in long-term occupancy are impossible or unfeasible, possibilities arise for temporary use.

A tight connection between temporary use and transformation processes of space can be determined (Lange et al., 2007). Given that such processes take place most often as well as most rapidly in urban areas, the concept of ‘temporary use’ can be considered a mainly urban phenomenon.

By definition, temporary use demands unusually rapid realisation of goals. However, if seen from a distant enough perspective, any usage can be called temporary (Temel, 2006); thus, the concept of temporary use depends on recognizing and exploiting the unique advantages of limited-term tenancy. Some concept-specific characteristics, such as the impossibility of full-scale financial investments and the expense of relocating at a pre-ordained time, will arise because of limited usage time. However, as the dimensions and disposition of original and interim usage often vary greatly, temporarily used areas can develop an architecturally charming ambience with high drawing power (Bürgin & Cabane, 1999). More importantly, though, as described in the chapters below, specific characteristics of temporary use allow the realisation of projects that would not otherwise be feasible. As Oswalt (2002) observes, just as fallow land can germinate urbanism, residual spaces (Oswalt’s term for temporary open spaces) can incubate innovation (Oswalt, 2005), as they provide environments where new ideas can be developed and marketed with minimal financial risk.

Thus, space pioneers, as Lange et al. (2007) call temporary-use tenants, consciously view their specific circumstances as unique opportunities to realise their goals. Arlt (2003) supports this observation: “It’s not only a question of money, no matter if the project is a club, gallery or bar or something else, it’s about turning ideas into reality.”

The benefits of such uses extend beyond reduced economic risk. Bürgin (2010) asserts that temporary uses can also provide cultural and sociocultural infrastructure (e.g., function rooms, exhibition spaces, artists' studios, rehearsal rooms for music, dance and theatre), venues for night-life (trendy bars, clubs and restaurants) as well as offices and production spaces for creative and innovative small businesses.

One fundamental principle of the field of temporary use is that it has already largely outgrown the experimental status of its early years (Josephy, 2010). The concept of temporary use emerged in the late 1990s as industrial tenants and landlords alike raced to modernise their infrastructure. Its initial proponents, who needed guerrilla-like tactics to obtain rooms and spaces, were realistically described as space pioneers. Today, the conditions that demanded such pioneers have all but disappeared. While its advocates still have little say in decision making processes, temporary use has shown a wide range of benefits: the concept of temporary use, with its development shaping and enhancing characteristics, is now widely accepted.

The following sections will deal with the characteristics and modes of action achievable via temporary use.

### **3.3 What temporary use does accomplish**

#### **3.3.1 Rental und earnings**

Idle spaces tend to arise from uncertainties related to development. Despite clear plans for future use, for example, permit processes, stakeholder disagreements, or lack of funding can all delay the arrival of new long-term users. However, allowing properties to stand vacant, even for relatively short periods, is problematic: in addition to unrealised earnings, ongoing maintenance, possibly including repairs due to vandalism, can represent significant costs.

In the interim, however, the property's limited availability makes renting it under normal market conditions impossible. No long-term investments can be made in relation to it, nor can commercial development occur indefinitely in that location. Given these conditions, demand for such properties is understandably low. Low – often nominal – rent, is necessary to attract short-term occupants, i.e., temporary users (Lange et al., 2007).

For the user, such arrangements may be decisive to the realisation of their ideas and projects. For the landlord, though, the benefits are less direct. While the income from temporary users may only partially cover the cost of keeping a location open, for example, such occupancy cuts costs (e.g., utilities, maintenance and security) while generating awareness of the location and increasing its urbanity. Such 'earnings' are described below.

### **3.3.2 Maintenance and prevention of dereliction**

Cost savings are generated mainly via reduced maintenance. Part or all of the rent may be payable indirectly in the form of maintenance work. Generally, such an agreement is acceptable to users because they will maintain and sustain the area in good shape in their own interest and are willing to invest time and effort but as well some financial funds for this reason. Therefore, maintenance and upkeep will be provided by users themselves, which leads to a landlord's superfluous need of hiring and remunerating a janitor.

Presence of temporary users and thereby activity on the area furthermore leads to deterrence of vandalism as well as nesting of gate crashers such as drug consumers or illegal event hosting. Further cost saving for the landlord can be realised by renouncement of hiring security staff respectively handing over this task to the side and in responsibility of temporary users.

### **3.3.3 Location appreciation, appreciation of value and preparation for definitive use**

While rent and cost savings are easily accounted for, other value-influencing benefits of temporary use are not directly quantifiable.

For example, in addition to being unattractive, vacant and idle spaces can attract vandalism or other undesirable activities. According to Lange et al. (2007), dilapidation of buildings and neglect of areas can actually produce outward-reaching effects, exerting a downward pull on the surrounding quarter. Furthermore, large unused areas can form barriers that separate quarters from one another, or from amenities (Lange et al., 2007).

Even without being vacant, the Kleinhüningen harbour area already has such a spatially isolating effect, as it separates the Klybeck and Kleinhüningen districts from most direct access to the Rhine and related waterways. Without sufficient optimisation during the renewal process, the situation could become much more problematic. In particular, the Migrol area, which encompasses about 15'000 square meters and whose current use will cease by the end of 2012, has the potential to become an idle-property barrier.

Even though downward trends and barrier-generation are extreme forms of negative consequences of vacancy it is clearly recognisable that idle land per se has no positive effect for surrounding areas. Vacancy equates to uselessness, leading first to disinterest, then to avoidance in favour of more active areas. Whether in terms of land value or investor interest, such a situation benefits no-one.

In contrast, by its very existence, temporary use prevents vacancy-related value losses. Further, as mentioned above, temporary users are strongly motivated to maintain and often even improve their areas, while their activities as tenants – which can include galleries, bars, or performance venues,

generate public interest. Instead of an idle space to be avoided, such a space can become a popular destination, a well-known address contributing vibrantly to a quarter's identity.

In Basel, one example of such an address is the former Deutsche Bahn goods station area. Before its resurrection, with the help of temporary use, this was a largely idle former industrial space of no particular interest. However, several temporary use projects changed its profile radically, leading eventually to a significant increase the area's land value. Such a profile change clearly benefits the landlord.

Besides generation of profile and publicity, temporary use most often gives a location an entirely new identity (Oswalt, 2002). Since it is hoped that the harbour area's renewal period can be used to rebrand the entire quarter, temporary use offers an inexpensive and highly effective method of identity generation. As new use concepts, elements of which will shape an area's identity, can be tested within a flexible framework, temporary use provides great potential for a successful transition to the area's intended character (Bürgin & Cabane, 1999).

### **3.3.4 Generation of urbanity**

Urbanity is increasingly seen as a multiplicity of offerings, i.e., the close juxtaposition and cooperation of diverse uses and users of spaces. Therefore, to establish urbanity in the new harbour district, the City of Basel will encourage mixed working, living, educational, cultural and leisure spaces. However, the character this is meant to engender cannot simply be implanted into the newly created quarter; it has to be developed over time.

Temel (2006) observes a trend toward homogenisation of city centres, attributing this to ongoing globalisation, as well as the peripheral displacement of certain functions, including services generating low income. As central cities' land prices increase, only very prosperous businesses and corporations can afford to operate there. As increased prosperity often accompanies growth and mass-production, demanding increasingly standardised processes, the city centre's businesses become increasingly similar (Cabane, 2010). No specifically local, innovative or colourful multiplicity of provision emerges. Thus, as Bürgin & Cabane (1999) posit, while the formal valuation of an area according to its readiness-to-build is necessary, it is not sufficient to ensure a lively identity or an individual character.

Liveliness and individuality cannot be designed and created at the planning table. Rather they emerge via an area's public character, itself an expression of that area's offerings and users. Providing spaces and possibilities for offerings whose character is specific and local, rather than global and anonymous, temporary use offers a major contribution to an area's character.

By various small-scale realisations of specificity, a place can build the characteristics of diversity and liveliness, and thereby the qualities of a modern urban space (Cabane, 2010). Additionally, due to the

early generation of activity in an otherwise idle area, the concept of 'temporary use' provides the beginnings of a public character and urbanity long before the arrival of the final user.

### **3.3.5 Participation**

City affiliation is a significant attribute for local residents. A 'Basler' is no 'Berner' and vice versa. This sense of differentiation arises from each city's contribution to a sense of identity and has considerable influence on everyday life. Simplified access to temporarily idle spaces within the city allows ordinary people, even if only for a limited time, to help shape Basel's character. Via temporary use, they can actively contribute to city events, personally designing spaces and realising unique projects, thereby expressing their needs. This active participation in city life fosters a sense both of influence regarding its formation and of personal well-being.

By its strong element of community participation, temporary use can be used as an instrument to explore social developments and possible forms of city use (Haydn, 2006) as well as to explore existing needs. In this sense, Temel (2006) suggests that, by showcasing local people's possibilities of expression, temporary use may even serve as a bottom-up planning tool for city development.

### **3.3.6 Economic promotion & Business development**

As mentioned above, temporary spaces are places in which new projects as well as new business ideas can be realised at little cost. Such a situation is especially beneficial within creative milieus, whose members rarely have the funds to rent spaces adequate for their projects. Nevertheless, creative enterprises are economic innovators, with pioneering roles in societal knowledge (Bürgin, 2010). This results from their constant readiness to explore and try new forms and structures, their idea-based work and their general lack of orientation towards current market characteristics. In fact, despite their partial exclusion of market characteristics, with their acceptance of fast moving and flexible structures and methods of utilisation, they actually correspond well to the market economy's classic principle of temporality (Arlt, 2006).

Persons engaged in the cultural sector and temporary users coincide with the current principle of short, fast utilisation cycles and are therefore, according to Arlt (2006), acutely conformistic regarding their respective systems. Paradoxically, the frameworks of both temporary use and subculture activities demand the same characteristics as contemporary entrepreneurial thinking: flexibility, cost-consciousness, environmental friendliness, efficiency, innovation, contemporary thinking, connectedness and liberality (Bürgin und Cabane, 1999).

Temporary use projects and enterprises are by no means restricted to the temporary use market. The main impediment to such enterprises' development elsewhere is that they lack the funding necessary to rent spaces adequate for their needs. Regardless of their limited funds, though, temporary users are investors, even if very small ones. And while small investors can only make small financial investments, they can provide considerable work effort. In contrast to large-scale developments they deliver activity, liveliness and frequency – points where large corporations often fail (Arlt, 2006). For the development of an area and generation of its profile, the impact of these non-monetary, non-material investments is generally equivalent to that of a very significant financial investment. They contribute strongly both to a district's image and to its emerging urbanity. These factors, in turn, attract the interest of large-scale investors. Temporary users can be employed strategically to generate conditions for such investors, thereby increasing land values. However, this possibility should not be seen as a primary motivation for making spaces available for temporary use. Because the rent for such spaces must be very low, temporary use offers an opportunity to minimize losses resulting from an otherwise vacant period, while creating entrepreneurial and/or creative opportunities for local actors.

For those actors, Matthias Bürgin (2010) identifies temporary use as “an enormous kick-off strategy”, as it leads to the foundation of small and medium-size businesses (SMBs), many of which relocate and continue, under regular market conditions, after the temporary period ends.

To summarize, then, temporary use is profitable in several ways: for temporary users, it enhances entrepreneurial activity via low rent, and creates investment possibilities for time and personal effort rather than money; and for property owners, by generating attractive conditions for large-scale investors, it increases property values.

### **3.4 Protagonists of temporary use**

What are the characteristics of persons actively engaged in temporary uses?

To begin with, demand of temporary space is not directly determinable: such offerings address a user segment not oriented to the normal property market (Bürgin, 2010). Still, in a densely populated urban environment it can be assumed that demand for space offered for such low rent will exceed the supply.

According to Bürgin & Cabane (1999), interim users are mainly young and innovative people who do not, as mentioned above, have access to venture capital. Such users' main capital is typically not money, but creativity, personal commitment and strong social networks (Lange et al., 2007). Therefore, in order to benefit from the rental conditions offered, interim users accept a limited term of use, along with the insecurities that entails (Angst et al., 2010). Users interviewed in the course of



the present study were clearly aware of temporality of their situation. Investments are only made in movables goods, with relocation possible at any time (Pfeifer, 2010). Because of the situation's insecurity, users have to be constantly on the lookout for new information, new options and alternative venues for realisation of their projects (Pfeifer, 2010). Although this situation is generally accepted, assistance in the form of a central contact point or improved communication between the stakeholders is perceived to be useful.

Regarding the utilisation spectrum of temporary spaces, while Lange et al. (2007) identified a broad range of uses, the largest group of users originate in creative industries. While, throughout Switzerland, such industries account for about 11 per cent of businesses, among users of temporary urban spaces estimates place the proportion at from roughly 40 per cent (Bürgin, 2010) to roughly 60 per cent (Angst et al., 2010), depending on how creative industry is defined. It is open to interpretation, for example, how a commercially oriented music club within a temporary area would be classified.

Even though extents and borders are not precisely definable, people from creative fields outnumber any other group (Josephy, 2010). This is most probably due to Switzerland's prevailing high standard of living. If it were lower, more microeconomic businesses such as workshops or craft businesses would claim cheap space within temporary use areas. As creative enterprises, though, culturally oriented utilisations have a much greater interest than industrial users in generating publicity and profile. They can therefore be seen as more beneficial in terms of an area's development and should be the utilisation of prime choice.

Since utilisations develop in clusters, predomination of one sector within a temporary use area is not surprising. Pronounced formal and informal networks underlie those clusters, making development of a single, independent use rare (Angst et al., 2010). Rather, an intense interaction and networking occur between interim users, as they seek and recognise synergies, realised via brisk exchanges of know-how and physical labour (Angst et al., 2010). Creative industries' production systems depend strongly on division of labour and flexible cooperation (Klaus, 2008), i.e., the development of independent clusters. Within the harbour's transformation process, this organisational model greatly simplifies the task of developing and bundling interim cultural usages (Dätwyler, 2010).

Besides the actual users of temporary space, the most influential stakeholders are landlords and public authorities.

The owner's primary interests in temporary use are economic aspects such as generation of rent and appreciation of land values (Angst et al., 2010). How those factors can be achieved efficiently will be dealt with in later sections of this study. However, as the landlord decides on possibilities and conditions for temporary use of his areas, he exerts a key influence on the possibilities for their realisation and method.

Public authorities make up the third involved party. By creating regulations, area plans and laws, and finally, by allocating permits, this group profoundly influences projects of temporary use. Because

the Kleinhüningen harbour area is administered of the SRH, critical decision-making power lies in the hands of its members. However, as the relationship between the SRH and other authorities is unclear, further elaboration on public authorities' characteristics and possibilities is not currently possible.

### **3.5 Upward compatibility and long-term nature**

The term "temporary use" may seem to preclude long-term effects: after all, temporary use stops where final use starts. However, while final use may be clearly defined before the beginning of interim use, it can also be developed, established and consolidated via temporary use. Whereas, in the first case, the final replacement of interim use may hide its long-term effects, in the latter, extended temporary use gradually prepares and transforms an area for final use.

Nevertheless, even in the first case, even if its effects are not directly quantifiable, temporary use is by no means ephemeral (Oswalt, 2002). First, by raising a location's profile, temporary use has a lasting influence on its value. Equally importantly, it leaves an address with an enduring character, which may support the image of the final user.

In addition to profile generation and image, concept and use development, temporary use offers invaluable entrepreneurial experience. First, as temporary utilisations offer unique personal and professional perspectives, they form watersheds of experience for the actors involved. Second, many SMBs developed during temporary use either continue to thrive in the mainstream market or inspire imitators that do (Oswalt, 2002).

Another significant, though somewhat more complex benefit of temporary use is its upward compatibility. Originating in the technology sector, the term "upward compatibility" denotes usability or compatibility of an early version of a product with its own later incarnations (Wikipedia, 2010). Within the scope of spatial planning and development, this characteristic is readily transferable to the paradigm of temporary use.

Due to the limited time and investment potential involved, the upward compatibility of temporary use projects, i.e., their transfer of benefits to future users of their space, involves at the very least, an awareness that they must one day make way for the final user.

Theoretically this is straightforward: taking advantage of their low rent and high flexibility, temporary users develop their areas in ways that benefit their successors. However, the changes in tenancy also affect users of surrounding spaces. For example, nearby property values can change according to an address's popularity, while clubs and bars established in originally non-residential areas may face complaints about noise if nearby developments include apartments. Such changes of spaces' characteristics can make temporary projects' benefits difficult to sustain: upward compatibility is

only possible where temporary uses and planned final uses are not mutually exclusive. Where judicious choices regarding temporary use lead to long-term development benefits, however, upward compatibility is clearly achievable, profiting both future users and adjacent neighbourhoods.

### 3.6 Preconditions

Assuming that a space's characteristics make it a reasonable candidate for temporary use, the major precondition for progress is the owner's consent. However, even if the owner is interested, formulating a contract to define the terms of temporary use, enabling a structured, organised and mutually profitable relationship, is a complex matter.

The contract's first objective is to define the user – landlord relationship, and to foster mutual trust, communication and commitment. As the overall goal is to create a mutually beneficial partnership, it is necessary to generate a situation with the character of a partnership between the owner the user. This requires clarity: both partners have to be fully aware of the overall situation, and of one another's roles and responsibilities, so that each can define and pursue an individual agenda. This means both partners' individual differences have to be noted and respected (Samii, 2002).

As structural agreement is often decisive to the success of a project (Samii, 2002), agreements must be reached on all relevant structural and conceptual points before the contract can be signed.

Besides specifying a set of preconditions and conditions, a contract defines the form of an relationship (Cabane, 2010). Basic conditions include rent and maintenance costs. Expectations regarding these issues generally differ between landlord and tenant, and neither side wants to emerge from negotiations disadvantaged (Pfeifer, 2010 / Dätwyler, 2010).

According to Cabane (2010), temporary use demands major concessions from both landlord and tenant. The landlord needs to minimize rents to secure tenants who will best promote the area's visibility, while the user has to accept that the tenancy period has to conform to higher ranked development processes. Concrete plans and goals have to be respected. Regarding the Kleinhüningen harbour area, for example, temporary users cannot interfere with the long-term plans for the area, nor should they try to establish new precedents regarding their occupancy (Dätwyler, 2010).

Furthermore, considering the great importance of the time horizon, it must be clarified prior to and continuously during the course of interim use. In case of successful establishment of their projects, temporary users will clearly wish to pursue execution for as long as feasible. Landlords, however focus on superior development processes and want to be ready for sudden steps within this purpose at any time. Unfortunately, the unlikely case of a sudden claim to the area, along with the immediate arrival of appropriate investors is consistently assumed, thereby shortening the period of temporary

use (Cabane, 2010). As no exact duration of usage is initially predictable, and estimates are biased based on the viewer's perspective, this question provides considerable discussion.

Like the superior area development plan, temporary use is a process; besides initial contractual stipulation of important points such as rent, liability, responsibilities, necessary performances as well as the estimated time horizon, it is essential to balance differences between involved stakeholders and align them with a common goal. This demands honest, clear and direct communication between landlord and tenant, leading to mutual trust and goodwill and flexible, adaptive guidance of the ongoing process.

### **3.7 Negative aspects**

Completion of this overview requires a discussion of some possible negative aspects of temporary use and related concepts.

As initially described, the term 'temporary use' is necessarily vague. As an interim process, it normally takes place between the exit of one indefinite user of a space and the arrival of another. Yet, while the earlier user's exit date is normally well-defined, the arrival date of the final user, i.e., the point before which temporary use must end, is generally much less clear.

Even though such dates are included in planning and development processes, objections, approval difficulties, missing investors, absence of tenants or overly optimistic planning normally lead to delays (Valda und Westermann, 2004).

According to Cabane (2010), initial planners typically underestimates the risk of delays, while overestimating the likelihood of future users' punctual arrival, thereby limiting possibilities for temporary use. Because all parties seek to minimise risk, terms and conditions of temporary use are based on best-case scenarios, seriously limiting the total time available for temporary use. One direct negative consequence for all involved is that unreasonably small windows of opportunity allow for few of the benefits described above (Cabane, 2010): users are understandably hesitant to invest their time, effort and money in an endeavour that soon end.

By definition, the lifespan of temporary use depends on processes within the superior area development process (Schmid und Thalmann, 2010). Where there is great pressure for development, i.e., strong demand for the space, and shorter periods are available for interim use, temporary use is more difficult to realise (Lange et al., 2007); conversely, where development pressure is low, and long interim periods can be predicted, conditions are ideal for temporary use.

For the Kleinhüningen harbour area a development plan exists for the main features, whose quick realisation is intended, leading to heightened development pressure. Planning and coordination requirements for temporary use are therefore increasing. To work in harmony with ongoing

development processes, while contributing as much as possible to the area's development, then, the landlord needs to start discussions very soon with prospective temporary users.

As mentioned above, the initially experimental character of temporary use has evolved into a much more established force.

Well-documented examples of temporary use have clearly demonstrated numerous positive effects, leading both to reasonable expectations as to what it can accomplish and to an understanding of its limits. As Cabane (2010) observed, a widespread belief exists that temporary use will automatically generate positive effects for users, landlords, and surrounding areas. This is a serious misunderstanding: without informed management few expectations can be fulfilled (Cabane, 2010). To paraphrase Temel (2006), temporary spaces are not basically approvable tools whose implementation per se guarantees an improvement compared to out-dated methods – in any concrete case there has to be examination and definition of general conditions as well as interests, goals and means.

To enable lasting benefits from temporary use, it has to be appropriately planned and guided. However, herein lies something of a contradiction: as temporary use is an adaptive, creative process, planning conflicts with its character. Innovation and dynamism arise from free possibilities of realisation; attempts to regiment and instrumentalise it will generate obstacles and restrict its development.

Hence Lange et al.'s (2007) justifiable uncertainty about where exactly temporary use can be integrated into the planning repertoire. As described in the following case study, the job involves a tightrope walk between regimented, planned accomplishment and free development.

### **3.8 Summarising SWOT table of concept characteristics**

To summarize this study's overview of temporary use's concept characteristics, the following table presents its properties in note form, in relation to the standard axes of a SWOT analysis (strengths, weaknesses, opportunities, and threats). Additional categories include major stakeholders – the landlord (in this case the SRH) and the temporary users. The City of Basel is listed separately: as one intended outcome of the harbour area transformation will be the generation of a new district, it clearly also has a say in the process and its result.

Table 6: *Temporary use concept characteristics*

	<b>Town</b>	<b>Owner</b>	<b>User</b>
<b>Strengths</b>	<ul style="list-style-type: none"> <li>• Audience-oriented use creates publicity</li> <li>• Enhancement of public space</li> <li>• Generation of urbanity</li> <li>• Innovation and economic advancement</li> <li>• Generation of mixed usage</li> <li>• Improvement of environmental quality</li> <li>• Creation of creative networks</li> <li>• Support of creative activities</li> <li>• Consolidation of the city's cultural image</li> <li>• Contribution to 'Legislaturziele 2009-2013'</li> <li>• Support of young enterprises</li> <li>• Creation of new public participation possibilities</li> </ul>	<ul style="list-style-type: none"> <li>• Higher revenues compared to vacancy</li> <li>• Cost saving</li> <li>• Prevention or cutting of risks such as squatting, illegal dumping, vandalism and civil disobedience</li> <li>• Generation of activity and variety on the area, thereby increasing the area's prominence (image- &amp; profile building)</li> <li>• Introduction of local people to the area before ground-breaking ceremony</li> <li>• Increasing of popularity as well as environmental quality</li> <li>• Strengthening of public image</li> <li>• Possible start-up difficulties can be bridged</li> <li>• Realisation possibilities without large expenditures</li> <li>• Reduced pressure to act/earn gives time for thorough planning</li> </ul>	<ul style="list-style-type: none"> <li>• Favourable rental conditions</li> <li>• Allows execution of cultural activities and initiatives</li> <li>• Leads to founding of SMBs</li> <li>• Enrichment of city's community ideally with output not possible under normal market conditions</li> <li>• Minor financial expenditure and investment for users generates chances for innovative actions</li> <li>• Direct action, increased freedom</li> <li>• Usage of existing resources (rooms and spaces) is ecologically as well as environmentally beneficial</li> </ul>
<b>Weaknesses</b>	<ul style="list-style-type: none"> <li>• Possible loss of control</li> <li>• Different cultural backgrounds and intentions of diverse actors and stakeholders</li> <li>• Processes and results of value creation difficult to quantify</li> </ul>	<ul style="list-style-type: none"> <li>• Strong cultural alignment of projects leads to difficulty controlling public onrush</li> <li>• Missing economic awareness of user's side</li> <li>• Temporarily limited possibility of activity</li> </ul>	<ul style="list-style-type: none"> <li>• Impossibility or heavy impediments to long-term investment</li> <li>• Lack of participation in overall decision making processes</li> <li>• Users functioning as cue ball for decision makers</li> <li>• Biased profit participation in land value enhancement</li> </ul>

<b>Possibilities</b>	<ul style="list-style-type: none"> <li>• <i>Settlement of target audience under preferential conditions</i></li> <li>• <i>Generation of lively environment before arrival of first residents and inhabitants</i></li> <li>• <i>Allowance of simplified structures for action</i></li> <li>• <i>Facilitation of creativity and increasing of cultural activities in the city</i></li> <li>• <i>Contribution to ‚Legislaturziele‘</i></li> <li>• <i>Activation of neighbourhood</i></li> <li>• <i>Removal of territorial barriers due to idle areas</i></li> <li>• <i>Strengthening of trinationl region by development of lively and urban district in the border triangle</i></li> <li>• <i>Regional growing together</i></li> <li>• <i>Identification enhancement of location’s public perception through active citizen participation</i></li> <li>• <i>Optimisation of public space management</i></li> <li>• <i>Bottom-up city development planning tool</i></li> <li>• <i>Cluster-generation with strong social intermix</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Creation of win-win situation for owner and user</i></li> <li>• <i>Increased land value due to profile generation</i></li> <li>• <i>Try-outs and preparation for final usage possible</i></li> <li>• <i>Source of inspiration for future uses</i></li> <li>• <i>Reinterpretation of space</i></li> <li>• <i>Empty space management and area rejuvenation</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Creation of and contribution to city character, activity and urbanity</i></li> <li>• <i>Realisation of cultural as well as social activity</i></li> <li>• <i>Testing of new forms of communication and qualities</i></li> <li>• <i>Successful relocation of emerged projects</i></li> </ul>
<b>Threats</b>	<ul style="list-style-type: none"> <li>• <i>Necessity of agreement on declaration of principles by all parties</i></li> <li>• <i>Allowance of flexible and less regulated processes and projects may have consequences difficult to control</i></li> <li>• <i>Allowance of a ‚just do it‘ mentality</i></li> <li>• <i>Objections from neighbours due to increased noise emissions</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Permanent settlement of temporary users</i></li> <li>• <i>Breaking of accepted agreements</i></li> <li>• <i>Delays to planned development actions</i></li> <li>• <i>Increased number of stakeholders in renewal process leads to increased coordination difficulty</i></li> <li>• <i>Increased complexity of development process</i></li> <li>• <i>Different cultures can lead to misunderstandings</i></li> <li>• <i>High development pressure may lead to excessive limitations</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Rapidly changing conditions of space</i></li> <li>• <i>Too-slow adaption and allocation of necessary infrastructure within the starting period</i></li> <li>• <i>Altering of owner’s opinion of accepting low rental charges in favour of future benefits.</i></li> <li>• <i>Insufficient communication between owner and users in general, especially regarding possible period of area usage</i></li> </ul>

## 4. CASE STUDY HARBOUR TRANSFORMATION

After the previous chapter's general presentation of the principles of temporary use, the following sections apply those principles to the specific situation of the Kleinhüningen harbour area renewal. In the context of constructed structure process, a strategy proposal based on a situational analysis of external factors is developed and followed by presentation of tools for the purpose of its practical implementation.

### 4.1 Situational analysis

Only situational characteristics relevant to temporary use will be listed in following PESTEL-analysis of the external situation.

As certain factors are relevant to multiple categories, they may be listed several times.

Table 7: *PESTEL Analysis*

CATEGORY	FACTORS
<b>Political</b>	<ul style="list-style-type: none"> <li>• Opening of Klybeck quay for local urban life.</li> <li>• Creation of a new mixed-use harbour district.</li> <li>• Improvement of Klybeck and Kleinhüningen quarters.</li> <li>• Involvement of different events and public authorities in process of area renewal.</li> <li>• Funding for building construction will be provided largely by external investors.</li> <li>• As SRH is administering the harbour area on behalf of the City of Basel, no completely independent determination of utilisation is possible.</li> </ul>
<b>Economic</b>	<ul style="list-style-type: none"> <li>• Expected growth of land values due to harbour area renewal.</li> <li>• High exploitation of area's land due to dense urban population.</li> <li>• Lack of inexpensive spaces/rooms due to dense urban population.</li> <li>• Young actors lack necessary investment funds.</li> <li>• High level of prosperity in Switzerland leads to mainly culturally oriented utilisation of temporary spaces.</li> <li>• Water transport is both competing and cooperating with rail and road transportation.</li> <li>• Water transportation's market share on flow of commodities is declining compared to rail and road.</li> <li>• Declining transport of bulk goods, growth of container transportation foreseeable.</li> <li>• Intended area for infrastructure relocation belongs to SBB and DB.</li> </ul>



	<ul style="list-style-type: none"> <li>• Building right grantees have to bear cost of relocation.</li> <li>• Consolidation of harbour area will be in hands of building right grantees.</li> </ul>
<b>Social</b>	
	<ul style="list-style-type: none"> <li>• Termination of interim cultural usage on the nt-area, which has until now attracted a wide audience. Relocation of Basel's nightlife scene is foreseeable.</li> <li>• Increased number of non-legal outdoor parties during summer within the region of Basel. Risk of annexation of idle unadministered harbour area.</li> <li>• Young and innovative population groups do not have enough venture capital to realise ideas and projects.</li> <li>• Insufficient economic awareness or knowledge detectable among cultural actors.</li> <li>• High demand for cheap space recognisable.</li> <li>• Harbour area's surrounding quarters have a rather negative reputation.</li> <li>• Different cultures have to share a confined space, reinforced by their location in the border triangle.</li> <li>• Relaxing riverside is a popular leisure activity for residents.</li> <li>• Swimming in the Rhine is very popular.</li> </ul>
<b>Technological</b>	
	<ul style="list-style-type: none"> <li>• Harbour infrastructure antiquated.</li> <li>• More efficient available technologies reduce land requirements.</li> <li>• Cargo handling currently sub-optimal.</li> <li>• Shipping is and will remain low-priced and ecologically clean, but slow for goods transportation.</li> <li>• Just in time production methods make larger storage spaces superfluous.</li> </ul>
<b>Environmental</b>	
	<ul style="list-style-type: none"> <li>• Artificial, micro-planned city districts lack urbanity.</li> <li>• Involvement of neighbour countries (Germany, France).</li> <li>• Images of nearby districts is improvable.</li> <li>• Space is available for relocation of new hub but does not currently belong to the SRH or the City of Basel.</li> <li>• Lack of infrastructure installations such as plumbing, electrical connections in outdoor areas.</li> <li>• Swimming is not permitted in the Rhine near the harbour area.</li> </ul>
<b>Legal</b>	
	<ul style="list-style-type: none"> <li>• New area plan in the beginning of 2011 creates a new legal situation.</li> <li>• Area utilisation of has to comply with zoning requirements. Possible need for special temporary use rights.</li> <li>• SRH has to comply with regulatory requirements.</li> <li>• Harbour has national significance.</li> </ul>

## 4.2 Strategy

With the basic characteristics and principles of temporary use outlined and the studied situation's relevant external factors summarized, it is time to offer a possible strategy for handling emerging idle spaces within the context of the harbour area's transformation process.

Despite numerous attempts to define the term 'strategy', no standard definition prevails either within the literature or in practice (Abplanalp & Lombriser, 2010). However, in the current context, by indicating guidelines, methods and general directions of impact to fulfil defined goals, strategies serve to secure long-term business success.

As this study deals with the concept of temporary use, then, the object of the following strategy proposal is to employ the presented concept to draw benefits from temporarily idle spaces available over the course of the harbour area's renewal process; more specifically, it will consciously exploit the strengths of the temporary use concept while minimizing exposure to its weaknesses and risks.

Simply put, emerging temporary spaces should not lie idle. Within the Kleinhüningen harbour area, vacant spaces with no foreseeable connection to their planned final utilisation for one to two years should be made available at low rents for temporary use projects. Such an offering would simultaneously benefit not only the SRH, the City of Basel, and the renters (largely culturally engaged actors), but also potential investors.

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**Strategy proposal for approaching idle spaces:**

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Authorisation of interim use of temporarily idle spaces within the Kleinhüningen harbour area, offering low rental charges and simplified operational structures, but under specific contractual conditions.

The goal of this strategy is to prepare the area for future development while generating urbanity, thereby increasing land values and strengthening the SRH's negotiating position vis-à-vis investors and public authorities

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The proposed strategy concerns only the SRH activities relating to management of existing and emerging temporary idle spaces. Rather than a comprehensive company strategy, it is aimed at the level of a strategic business unit dealing with area development and management, i.e., generating and maintaining attractive location conditions for a broad range of investors. These would include companies operating in port industries as well as direct or indirect investors in future city district development.

Corresponding to its major business activity, the SRH is primarily interested in investors in harbour activity. Regarding city district development, though, Basel's public authorities are interested primarily in investors in construction for residential and commercial use. Further, city district

development requires investment in intangible assets such as profile, reputation and local character. As observed above, a lively urban district can neither be produced solely on a planning table nor set up at short notice via large-scale investment.

As the harbour transformation process and related city district development will take place over an extended period, the SRH, as the area's landlord, has space at hand and thereby possibilities for early generation of urban qualities. Considering that early development would be in the City's interest, the SRH's possibility to realise it is a clear strategic advantage.

By applying instruments at its disposal, the SRH can help the City attain its development goals, a situation which improves the SRH's leverage regarding its own business interests, including the relocation of harbour infrastructure and the allocation of new land under beneficial conditions.

Now, within the scope of increasing land values via the early generation of urbanity in an area slated to become a city district, the potential benefits of temporary use are particularly attractive. In contrast to large-scale investors, temporary users would apply their time, effort and social capital, generating tremendous value in terms of intended area development, while promoting the goals of Basel's 'Legislaturplan 2009 – 2013'.

Table 8 provides an overview of the concerns defined in the 'Legislaturplan' which temporary use can address.

Table 8: Guiding principles of Legislaturplans 2009 – 2013

<b>1.</b>	<b>Strengthen international competitiveness</b>
	<i>Focus: Strengthening of business location</i>
	<ul style="list-style-type: none"> <li>• Activity: Further development of Rhine harbour. „In doing so, urbanistic requirements will be taken into account.“</li> <li>• Activity: Encouragement of young enterprises. „For this reason, appropriate spaces within cantonal areas will be kept ready and provided under attractive conditions.“</li> </ul>
<b>2.</b>	<b>Regional convergence</b>
	<i>Focus: Basel is the centre of a large metropolitan area</i>
	<ul style="list-style-type: none"> <li>• Activity: Promotion of Basel-Stadt as the heart of a cross-border agglomeration.</li> </ul>
<b>3.</b>	<b>Consolidation of Basel as an urban centre</b>
	<i>Focus: Urban culture and ambiance</i>
	<ul style="list-style-type: none"> <li>• Goal: The Canton of Basel-Stadt establishes and ensures strong partnerships with private as well as public institutions that finance, shape, and otherwise contribute to cultural offerings.</li> <li>• Activity: Enhancement of creative activities: „Spaces will be created where diverse forms of creative activity will become possible.“</li> </ul>
<b>4.</b>	<b>Creation of sustainable quality of life</b>
	<i>Focus: Sustainable handling of resources</i>

	<ul style="list-style-type: none"> <li>• Activity: Shortages of optimally used spaces. „Public space will be further enhanced and its utilisation management will be optimised.“</li> </ul>
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As can also be seen in the SWOT-table (Table 6), several effects of temporary use assist city development; several of its characteristics are therefore of interest to public authorities.

For example, the SRH will have to receive property to compensate for the space it gives up for city district development. By actively contributing to the City's goals, the SRH can increase its leverage vis-à-vis City authorities, improving conditions for its investors.

Considering the availability of open space and the low capital expenditures necessary to realise the above-mentioned goals, a relatively simple strategy for the authorisation and accomplishment of temporary use would enhance development not only of the harbour area but of the entire quarter.

The suggested course of action both supports the SRH's interests and promotes temporary use per se. However, realising optimal outcomes will involve balancing the structural needs of the SRH and those of temporary users. Maximum adaptability will therefore be essential.

## 4.3 Tools

The following section presents tools and resources which, correctly applied, will facilitate smooth and efficient accomplishment of the proposed strategy to manage the area's temporary use and long-term business development.

This is not an exhaustive list of all possible resources; rather it offers a selection of the most important capabilities. The additional use of situation specific instruments is therefore recommended.

### 4.3.1 Space

Space has to be actively designed and developed and used to generate its desired characteristics. Regarding realisation of a new city district, then, available space functions both as a tool and an object of development. Likewise, the Kleinhüningen harbour area's vacant spaces should be used to develop it from industrial use towards urban life. Doing so will require close consideration of the interests of the diverse stakeholders.

The SRH's focus is clearly on maintaining the harbour operations' locational attractiveness (Dätwyler, 2010). The city of Basel endorses this aim, but nevertheless focuses its own attention more on

developing urban qualities. For example, the city authorities welcome cooperation with the three neighbouring countries within the framework of development of a vital border district (Josephy, 2010).

Vacancies will obviously result from the harbour transformation process. The spaces involved can either lie idle until the beginning of the final utilisation or they can be used as tools to transform the area's character. As the goals of diverse stakeholders differ, a decision will require a detailed record of the relevant spaces' characteristics, possibilities and intended final uses.

Optimal target tracking requires defining the each space's purpose and function as precisely as possible in cooperation with the different stakeholders. Generation and use of a project-area dossier per temporarily usable area is recommended. Such a dossier should contain information about the prevailing spatial situation as well as possibilities, intentions and possible methods of achieving final usage characteristics.

Table 9 gives an overview of topics that should be contained and kept up to date.

Table 9: *Area dossier containing thematic fields*

TOPIC	CONTENT
<b>Spatial description</b>	Exact description of area's spatial characteristics. Actual usages, present buildings and infrastructure, completion, features, obscurities and potential problems. Description of intended final utilisation.
<b>Time horizon</b>	Exact clarification of intended development processes. Recording of agenda and time related possibilities.
<b>Target setting</b>	Writing down of targets per stakeholder related to final utilisation as well as related development process.
<b>Suitability</b>	Writing down of possible temporary use projects, alignment to superior targets.
<b>Strategy &amp; approach</b>	Description if intended way of realisation.
<b>Activity protocol</b>	Quoting of realised steps.
<b>Next steps</b>	Demonstration of upcoming steps (until when / what / who).
<b>Notes</b>	Diverse information such as contact persons, arrangements, observations etc.

Section a) in the Appendix shows an example version of such an area dossier written for a currently vacant space on the Klybeck quay.

Clear information regarding these points will allow existing spaces to be used most effectively and implemented to aid the area's development. When areas' characteristics, time horizons and intended future uses are known, temporary uses can be aligned with them. For example, temporary

use projects can be clustered according to their characteristics or initially selected based on their value to area development.

#### 4.3.2 Time / Mobility

Despite the efficient realisation of developmental steps, the transformation process's enormous complexity and scope may place a time horizon several years if not even decades in the future. Within this period, while temporary open spaces will very likely evolve, it is unlikely that their beginning and end points will match the dates planned for the superior process. Instead, certain time slots will emerge, providing opportunities for interim use.

As surely as these time slots will open, they will close again. In all probability, though, as the development process is very complex and takes place over a broad time span, rather than closing definitively, a time slot may be assigned to a new area.

As realisation of temporary use depends entirely the existence of such time slots, portability is a major advantage for temporary users. With adequate flexibility and mobility, an interim project does not have to end with the loss of its space, but can change to a new location whose timeslot remains open. Accordingly, Pfeifer (2010) advises that investments in temporary use projects should only be made in movables, i.e., goods that can be relocated at any time. Ideally, temporary users stay completely flexible, never basing their viability on a particular location (Marty, 2010).

Since temporary use projects require a certain time to achieve viability, under-allocation of time for action lead to unsustainability (Josephy, 2010), i.e., investments of time and effort are never repaid (Dätwyler, 2010). Put simply, the shorter the time available for the amortisation of investments (i.e., the running time) the less benefit can be drawn (Cabane 2010). Despite their inherently limited time frames, then, temporary use projects require certain minimum durations. Whether a particular area's predicted time slot is sufficient depends on the user's intended goals.

In order to apply the 'mobility' tool to the Kleinhüningen harbour area, the vacant space discussed in the sample area dossier will be described. As the area is currently vacancy, immediate realisation of temporary use is possible. The described land could be used to start a range of projects.

As the vacant land's northern position on the Klybeck quay places it quite close to a French residential neighbourhood, high-noise utilisations (e.g., rock concerts) would be unsuitable. However, after a start-up and establishment phase, realisation of popular projects on the idle space would be possible. As popular public areas are inevitably somewhat noisy, some noise would have to be accepted, at least in the short term.

Fortunately, by the end of 2012, a new area, somewhat farther south and therefore less noise-sensitive, will become vacant, so relocation of the noisier projects into this area would make sense. As this example shows, limitation and relocation of projects is not always due to termination of their

time slots, but may result from a variety of factors (including, ironically, popularity). It also shows that, by enabling relocation to a less limiting area, portability is obviously an advantage.

#### 4.3.3 Financial backing

Within the framework of temporary use, numerous projects can be tried with low risk and minimal monetary investment (Cabane, 2010): temporary use typically means low-budget realisation of ideas in cheap space. Still, mainly in the beginning of an interim use period, many users find they need start-up capital, which may be problematic in light of their typically limited resources (Josephy, 2010). Such funding difficulties are not of direct concern for the SRH. As Dätwyler (2010) puts it, 'subsidising culture is a matter for neither the port industry nor the SRH'. Financial backing, if necessary, has to be found elsewhere.

However, if the SRH approves temporary use of harbour spaces, many users will find successful realisation of their ideas impossible without certain investments. As Dätwyler correctly recognises, some backing and assistance will be necessary. Backing does not necessarily mean direct project funding, though; it can also mean willingness, on the part of the landlord, to forgo regular rent as well as installing certain fundamental infrastructure, such as outdoor water and electricity connections.

According to Angst et al. (2010), temporary use rents coincide with the lowest 10 per cent of regular office rents. These prices have been studied within the 'Urban Catalyst' research project, which examined several Swiss (mainly Zurich) projects and temporary use areas. Similarly, in Berlin's 'Urban Pioneers' research project, 63 per cent of interviewed temporary users paid either no rent or only symbolic amounts (Lange et al., 2007). Even though rents have gone up since the introduction of temporary use (Angst et al., 2010), they clearly are well below market price. Although many temporary use advocates consider such conditions fundamental to the concept's success, low rent can also be described as a form of support for its users.

Besides low rent, a second form of backing, which is also bound to certain direct costs, is important. As temporary use within the Kleinhüningen harbour area will take place outdoors, certain infrastructure will be necessary. As mentioned above, this will include running water, electrical connections, sanitation facilities, and probably secure storage containers. As property owners usually operate mainly with economic capital, while temporary users rely more on social capital (Josephy, 2010), it is generally necessary for the owner to pay material costs, while users provide the manpower, setting up infrastructure on their own where possible.

Additionally to low rent and provision of fundamental infrastructure, temporary users usually also require assistance in the form of administration. This commonly means a central office or agency which manages and mediates the concerns of different stakeholders, functions as a point of contact,

provides and collects information and handles other administrative duties to coordinate resource use.

As disorderly conditions lead to increasing costs, e.g., due to inadmissible subletting or disregard of waste regulations (Bürgin, 2010), administrative backing is basically in the landlord's interest.

Overall, whether the landlord's backing of temporary use is in the form of infrastructure, low rent or administration, it does not mean financial subsidisation but rather lasting and productive context control (Josephy, 2010).

#### 4.3.4 Rental agreement

According to the experience of Cabane (2010), fears that temporary use will thwart the intentions of a master plan are baseless.

Still, to ensure the accomplishment of long-term area development goals, it is necessary to stipulate clear basic conditions in legally binding rental contracts. As contracts function as basic guiding instruments, their correct fulfilment makes up the nuts and bolts of successful temporary use (Bürgin, 2010). Even though temporary users operate at the lower end of the market, the same rights and responsibilities apply to their activities as elsewhere, i.e., both owners and users are entitled to legal security. Due to the temporal uncertainty involved, attention should focus primarily on agreed time periods and clauses concerning non-standard conditions (Bürgin, 2010). Following table gives a short overview of possible contracts regarding temporary use.

Table10: *Types of contracts and their characteristics*

Temporary use contract
<ul style="list-style-type: none"> <li>• Contract between landlord and user.</li> <li>• Content and characteristics match normal rental or lease contract.</li> <li>• Instead of normal eviction protection, agreements specify shorter cancellation periods, often including the option of immediate cancellation in case of area's sale or where a standard tenant requires the space. This is made possible by explicitly naming temporary use in the contract and referring to legal regulation Art. 272a Abs. 1 lit. d.</li> <li>• Among others, the following points should be clearly specified: usage; duration of rent; rent; liability; obligations of landlord; obligations of user; and regulations concerning electricity, water and waste management.</li> </ul>
Disposal contract
<ul style="list-style-type: none"> <li>• Contract between landlord and user.</li> <li>• Spaces or facilities will be provided free of cost to users. Landlord bears all maintenance costs (Art. 307 Abs. 1, OR).</li> <li>• Maximises liberty of landlords related to availability particularly regarding possible reclaiming of area as he can reclaim the property if the user uses or declines to use the property as agreed, cedes use of the property to a third party, or if, owing to unforeseen circumstances,</li> </ul>



the landlord requires the use of the property (Art. 309 Abs. 2 OR).

- Other contents correspond to the temporary use contract.

#### **Maintenance agreement**

- Contract between landlord and user.
- Users take responsibility for area's maintenance. Return service is remuneration or cost free respectively reduced rental charge.
- Can be integrated into other contracts.

#### **Global contract or intermediary contract model**

- Contract between landlord and founding body.
- Areas' use will be provided to an organising institution, which in turn will allocate the area's spaces to individuals or groups via individual contracts.
- Global contract needs additional regulations and provisions related to subleasing.

#### **Urban development contract**

- Contract between public authority and landlord.
- Contains regulations regarding utilisation of properties in connection with city development plans.

#### **Urban reconstruction contract**

- Contract between public authority and landlord.
- Separate conditions regarding utilisation and handling of spaces are defined within areas of city renewal.

*Source: Lange et al. (2007) and Bürgin (2010)*

Regarding contractual regimentation of temporary use within the Kleinhüningen harbour area it is recommended to distinguish between rental of interior space and outdoor area.

Currently, besides the location of the former '3-Ländereck' restaurant, little or no free interior room space is available. Thus it is advised to regiment rental of specific indoor rooms with specific temporary use contracts formulated in consultation with involved users.

In addition to the limited indoor space, large free outdoor areas are already available. This space consists at the moment mainly of within the area dossier described open space and will be heavily enlarged by the, in the end of 2012 from its present utilisation freed, about 15'000 m<sup>2</sup> containing Migrol-area.

Considering the overall area involved, a tremendous variety of temporary use projects is possible. And while such diversity would help prepare the area for its future mixed utilisation, it would also increase the necessary coordination effort. For example, the complication of setting up individual, detailed temporary use contracts for each project would clearly exceed any obligation on SRH's part. Thus, regarding temporary use of outdoor space, it is recommended to formulate one global contract containing a maintenance agreement with a specific organising institution. That institution would then be responsible for specific project selection, contract management and administration of individual projects, as well as for maintenance of temporarily used space. Via implementation of a

global contract, the SRH would have to define comprehensive basic conditions in contractual form only once, with one partner, thereby minimizing coordination, communication and administrative effort.

#### **4.3.5 Infrastructure**

As the issue of infrastructure already has been mentioned in the preceding sections time / mobility as well as in financial backing, it will only be briefly summarised here.

On the one hand, there will be certain basic infrastructure installations necessary in order to enable successful temporary use. This, as they are presently not equipped with such infrastructure, especially on outside surfaces. On the other hand, a character of infrastructure's mobility is demanded in order to flexibly react on changing spatial situations such as a sudden initiation of final building processes.

Construction of certain basic infrastructure can be named as essential tool for realising temporary use projects. Infrastructure's mobility in turn as tool for projects extended lifespan. By generation of publicity and popularity, temporary use can offset the area's infrastructure deficits, necessities and demands. Thus, in turn, it functions as tool for superior infrastructure development in regard of long-term area development.

#### **4.3.6 Communication**

As a precondition both of cooperation between the area's owner and its user, and of successful concept realisation, honest and timely communication has already been mentioned. Numerous conflicts that lead to polarisation of positions result from insufficient information and cooperation (Cabane, 2010). In any business situation, the realisation of productive communication between involved stakeholders is of central importance. Clearly, good communication will contribute to the success of any process involving different parties and therefore requires no further explanation.

#### **4.3.7 IBA Basel 2020**

The abbreviation ,IBA' does stand for the German term ,Internationale Bauausstellung' (approximate English translation: International construction exhibition). This term again names an instrument for town planning and urban development. Via idea- and project support, an 'IBA' should generate new impulses for regional development.

In order to advance and strengthen the so-called Basel trinational Eurodistrict, i.e., the Basel region, including nearby areas of France and Germany, the first cross-border international construction exhibition, 'IBA Basel 2020', was launched in the end of 2010.

This IBA is devoted to the question of „how the city region advances transboundarily under the challenges of the 21st century: how growth across borders as well as conjoined growth happens” (IBA, 2010). For this reason, the IBA Basel intends to stimulate ‚growth across’ as well as the ‚conjoined growth’ through the use of directed projects concerning four defined spheres of activity.

The headings of these spheres are: 1. 'Culture is building, culture is sustainable'; 2. 'Rhine & co, water and other landscapes'; 3. 'Trinational city region in motion'; and 4. 'Living in the knowledge economy: Life and sciences'.

The IBA is not involved in funding project realisation, but encourages cooperation between relevant actors, recognizing projects that fulfil the following criteria (see Table 11) by awarding them IBA designation:

Table11: *IBA Basel 2020 qualification criteria for projects*

<b>1. Requirements for admission (formal)</b>	<b><i>Temporary use</i></b>
• Existence of project organising institution	<i>Organisation NEUBASEL</i>
• Financial viability	<i>cheap</i>
• Feasibility (at least partly) until 2020	<i>immediate</i>
• Coherence with action field of IBA and TEB development strategies	<i>1./2./3. given</i>
<b>2. Content requirements</b>	
• Projects which contribute to collective benefit of shared agglomeration, irradiate into the whole region and generate connections between urban subspaces	<i>given</i>
• innovative and exemplary projects with model character	<i>given</i>
• Best-in-class in implementation (quality of design and sustainability).	<i>accomplishable</i>

Corresponding characteristics of temporary use within the Kleinhüningen harbour area are listed in table 11's right column.

Clearly, local temporary use will easily fulfil the IBA's basic criteria. As the harbour lies just inside the Swiss-German-French border triangle, a more central location is not possible. Using temporary use to develop this border space as a popular public area will strengthen the region's profile and contribute to cross-border leisure, recreational and cultural activities. Thus it also fulfils the IBA's criterion of promoting living space within the border triangle.

As development of vital urban space within the border triangle also fulfils IBA's requirements, this project may warrant an IBA designation. This would lead to advantages for the project in the form of supporting services such as consultancy, partnership, facilitation of project partner searches, access to subsidies or the anchoring in area municipalities (IBA, 2010). Thus, the IBA would increase and facilitate the overall project's realisation, effect and efficiency.

Due to their individual effectiveness, the IBA Basel 2020 and temporary use projects would be well-positioned to provide mutual benefit. The IBA's supporting services would be excellent tools for successful accomplishment of temporary use; projects of temporary use and their effects could in turn be used to realise the IBA's targets.

#### **4.3.8 Organising institution**

Theoretically, if Klybeck quay's open spaces are made accessible for temporary use, there will be enough space for numerous different projects. However, as mentioned, dealing with a wide range of projects would complicate selection, coordination and administration, leading to additional expenditure in comparison to standard rental arrangements. Numerous SMBs interviewed for the 'Zone Imaginaire' research project portrayed temporary use management as more complex and demanding than initially expected (Angst et al., 2007). In particular, appropriate user selection and support are keys to successful accomplishment of temporary use. Without committed, professional administration, particularly in the current context of rapid area development, difficulties and problems can obscure or erase positive effects. For example, costs can rise due to disorderly conditions, or profile generation can be reduced due to selection of low-value utilisation concepts.

In order to improve temporary uses' effective handling, the use of an organising institution as an intermediary is recommended. Such an institution, ideally one equally well-versed in creative milieus, administration, and private enterprise (Josephy, 2010), is necessary to balance the needs of the many stakeholders. The main task of such an organising institution would be coordination of mutual interests as well as of administrative activities, though not execution of concrete temporary use projects themselves.

Within the framework of project organisation, Bürgin (2010) defines an intermediate organisation as a competent authority that maintains an overview of all temporary use issues, coordinates their activities, performs a controlling role, serves as contact person, and communicates proactively. Administration activity includes all efforts related to renting: allocation of objects, individual rental contracts, additional charges, key management, handing over and reclaiming property, information flows, as well as answering and handling of complaints. To summarize, an organising institution reduces the landlord's number of contractual partners to one and administers temporary use as its duty.

However, mere commissioning of operations management should be avoided: regarding area development, the principal-agent situation this involves is not as suitable as a real partnership between acting parties. The ultimate goal should be to realise a joint product which could not be achieved by either party's sole activities (Hodge, 2007). One party's dependence on the other, as characterised in a principal-agent situation, is to be avoided. A successful relationship demands a close cooperation between landlord and the organising institution as well as a joint definition of the shared project.

#### **4.3.9 Association NEUBASEL**

Realising such a complex joint project, which in the current case can be classified as area development, over a long term while considering the interests of the various parties – on the landlord's side, effective, sustainable and conflict free accomplishment of temporary use, and, on the user's side, the uncomplicated and preferably unhindered realisation of goals – the 'NEUBASEL' association offers the services of an organising institution and partner for temporary use coordination.

This grouping of young and innovative actors defines itself as an interface between public authorities, landlords and creative milieus. The association presents itself as a service provider promoting both actor networking and urban life.

In the interest of its large membership base as well as its closeness to Basel's creative actors, 'NEUBASEL' represents the younger generation's concerns and demands on a diverse, modern, vital and urban city. This in simultaneous awareness and under regard of present superior economic as well as urbanistic interests By its acceptance and connection with both public authorities' and the creative scene, 'NEUBASEL' offers the ideal characteristics to act as a liaison agency between areas' owners and their potential users.

#### **4.4 Instrument**

The tools, (i.e., resources) described in recent sections (i.e., space, time/mobility, financial backing, rental agreements, infrastructure, communication, IBA Basel 2020, organising institution, NEUBASEL) serve as means for successful accomplishment of temporary use and serve as instruments for its management. Via the reasonable application and alignment of such resources to the current situation, temporary use can be guided and shaped regarding its intended goals, which in turn can lead to increased unfolding of further positive effects.

It has to be mentioned that the list of presented tools is neither exhaustive nor mandatory.

Industrial space is not simply industrial space (Eisinger, 2005): temporarily usable spaces differ from place to place regarding characteristics such as spatial situation, time restrictions, social or other environmental factors. Equally, coordination, selection, adaption and completion are all context specific. Even without implementation of the tools listed above, temporary use is possible. However, ignoring such regulatory and guiding elements greatly increases the threat of negative consequences due to chaotic and uncontrollable states, and sustainable benefits are less likely where structure is unclear and the owner's and users' common goals are unaligned.

Although it requires adaption to each particular situation, the presented instrument, if applied correctly, will help generate the conditions for successful realisation of temporary use.

## 4.5 Implementation & Evaluation

Team use of the individual tools described above generates an instrument well-suited to setting up and implementing temporary use. Temporary use, in turn, serves as an instrument for area and space development. It can also be used strategically to develop urban qualities, as in the case of Kleinhüningen's harbour area, where a new city district is planned.

In the context of the harbour renewal, temporary use means a contractually regulated allowance of portable temporary use projects on otherwise idle harbour land. The starting points for such projects can be found in the area dossier describing Klybeck quay's vacant land area. Temporary use projects will be selected according to their environmental compatibility and their potential contributions to superior area development. They will receive infrastructure support from the SRH but not direct financial funding. Regarding optimal communication culture development and the need to reduce the SRH's organisational burden, cooperation for efficient handling of temporary use projects will be realised with an organising institution. One available and competent organisation, 'NEUBASEL', has recommended itself for this matter.

The recommended method of implementing temporary use is an operative procedure developed via a literature review regarding temporary use, an analysis of local environmental factors, and a number of expert interviews. Thus, while it offers no universal recipe for successful implementation of temporary use, this study presents an option for its strategic use to realise long-term area development targets.

According to Lombriser & Abplanalp (2010), strategy implementation is the most demanding phase of strategic management. In order to enable flexibility, and thereby to allow rapid adaption to changing situational factors, strategies' immediate suitability, as well as possibilities for their optimisation, should be the object of continuous examination and evaluation. It is particularly

important that these processes are continuous: although evaluation is usually listed as the final phase of strategic processes, reserving evaluation until the end would be an error. Learning and improvement are necessary at every step of strategy implementation, not solely at the end. Continuous evaluation will speed reaction time vis-à-vis optimising and implementing strategy to match changing demands.

To conclude this section, it must be acknowledged that the general principle of ongoing evaluation is not easily realisable regarding temporary use. Due to the common accumulation of its benefits in non-monetary and intangible forms, temporary use's overall output is difficult to measure. In order to enable evaluation of temporary use's net effects, as well as its efficiency regarding operative implementation, it is first necessary to precisely define target criteria and points to be achieved. As mentioned above, achieving this demand relies on close cooperation and good communication between owner and users.

## 5. RECOMMENDATIONS FOR ACTION

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1. Deliberately support area's opening with temporary use activities.
  2. Support generation of publicity via temporary use.
  3. Area utilisations should be appealing for audiences regarding the area's intended future uses.
  4. Actively undertake measures to generate diversity on the area (Josephy, 2010).
  5. From the beginning, via pioneer utilisations and cultural initiatives, link the area's activation with long-term urbanistic development concepts as well as considering them as part of the overall development process (Bader, 2007).
  6. All involved parties have to accept that formally agreed targets and general planning conditions are legally binding.
  7. Both sides have to accept a relationship of reciprocal instrumentalisation:
    - i. As far as feasible, users have to professionalise their activities and align them with the SRH's expectations
    - ii. The landlord must be aware that temporary use requires independence, and that close control (i.e., micromanagement) is counterproductive.
  8. Allowance of a degree of unplanned development will generate new insights and development possibilities.
  9. Professional efforts in the public's interest should be accredited and remunerated as such, as well as integrated adequately into budgeting processes (Josephy, 2010).
  10. Qualitative targets should be set for individual areas as well as for the overall area development process. These should be recorded in area dossiers and kept up to date.
  11. No monopolisation of temporary use can be allowed (Josephy, 2010).
  12. Market access must be ensured for different actors in order to enhance economic activity.
  13. Low rents must be charged in regard of area development.
  14. Landlords must be aware that output and profitability of temporary use is generated via cost reduction, image and profile development but not via direct monetary revenues.
  15. Realisation of projects and installations demands portability.
  16. Indoor space can be produced via mobile container buildings to enable all-weather use.
  17. Rental agreement periods should be as long as feasible for the landlord.
    - i. Short operating and cancellation periods often impede authorisation of public incentives or allocation of credit (Lange et al., 2007).
    - ii. Possibilities for investment returns increase with longer amortisation periods.
    - iii. Temporary use takes time to unfold positive area development effects.
  18. Success demands accepting responsibility/liability! One who does not want to be liable, cannot realise (Cabane, 2010).
  19. Fundamental support of temporary use demands the provision of basic infrastructure.
  20. Efficient and effective temporary use requires cooperation with an organising institution with close connections to the creative economy.
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## 6. DISCUSSION

The study at hand is designed as a basis for discussion regarding temporary use within the Kleinhüningen harbour area. In terms of action research, this involves a combination of theory and practice, including the presentation of concrete suggestions for action. Based on a situational analysis, the connection between theory (presentation of the concept and defining characteristics of temporary use) and practice (demonstration of concrete tools) responds to Lewin's question, regarding organisational development, 'What shall we do?' (Lewin, 1968) by providing concrete steps to propose and fulfil a strategy.

Regarding the realisation of increased efficiency from open spaces emerging within the Kleinhüningen harbour transformation process, the author proposes a strategy of deliberate accomplishment of temporary use of otherwise idle land. In addition to direct benefits both to the landlord and to the proposed users, temporary use offers diverse benefits for the area's intended long-term use. Most likely, through user-generated activity and publicity, a character, image and profile will be developed, leading, in turn, to increased property values.

Harbour districts typically have strong emotional connections; yet in Basel little sentiment is attached to the harbour. Apart from some exceptions such as the 'Ostquai' event location, few reasons exist for the local people to associate it with concrete experiences. This can be changed by utilisation of its currently available spaces.

Regarding development of urban qualities and the intended new district's 'mixed utilisation', an early generation of such utilisation is recommendable. By providing access for diverse local actors to open areas, temporary use would enable early development of equally diverse utilisations. According to Temel et al. (2006), one effect of testing programs via temporary use is that urbanity stimulating mixed utilisations, which are very difficult to devise via master planning processes, emerge practically by themselves. The early development of diversity clearly provides certain basic conditions for mixed utilisation, while providing preliminary insights regarding final utilisation, e.g., via early demonstration of infrastructure demands, or compatibility of utilisations (such as concerts) with the local environment. As in an equity portfolio, diversity reduces overall risks and in favour of stable long-term growth (Joseph, 2010).

The benefits of temporary use to area development are the central theme of this paper; however, it has to be noted that such benefits do not apply directly to the harbour industry and its operation, i.e., it offers no competitive advantages related to cargo handling.

Rather, beneficial influences exist mainly with regard to development of the harbour space towards a vital urban city district. How exactly such influences will manifest themselves and which effects will be achieved within the Kleinhüningen harbour area can only be broadly outlined: no detailed image is possible. This is because the temporary use concept follows no detailed predetermined path

(Josephy, 2010). Due to the richness of its forms, resulting from unique spatial and temporal characteristics, intentions, actors and organisational forms, the final shape of temporary use can neither be precisely predefined nor closely controlled. Effectiveness and relevance of temporary use therefore depends largely on how it is managed in relation to its specific actors (Josephy, 2010) as well as on the prevailing spatial situation. In order to align the effects of temporary use with the overall goals of the transformation process, though, it is still necessary to set goals, devise and organise individual actions, and foster flexible, cooperative partnerships between the various stakeholders.

Different sides warn (e.g. Cabane, 2010/ Marty, 2010) that establishment of temporary use does not automatically lead to positive district development or increased property values per se. This is correct, i.e., it is unreasonable to expect any automatic development of benefits from cultural or creative industry. Rather, it is necessary to encourage specific properties regarding intended goals and a desired final situation. Without first defining a set of needs, i.e., basic criteria for success, no goals can be realised.

Although, within discourses on urban development, temporary use is beyond dispute a catalyst for appreciation of location values (Josephy, 2010), its status as a stopgap measure remains, meaning that it is rarely, if ever, optimally integrated into development processes (e.g. Marty, 2010). However, in order to strengthen and control the translation of its effects to higher-order utilisations, i.e., upward compatibility, it must first be integrated into development and planning processes. After all, participation in area development should also involve participation in decision-making processes. It is not herewith demanded that temporary use or its actors should receive strong decision-making authority regarding superior goal definition or even their alignment onto interests of temporary use. However, an adequate integration into area development processes, along with clear recognition of its development enhancing contribution, is claimed.

By developing an area's image and raising its profile, successful temporary use creates interesting conditions for investors, including increased land value. Still, profits from such increases in value are rarely passed on to the temporary users who make them possible; rather, with the start of final utilisation temporary users have to leave the area, with no claim to the created effects; i.e., empty-handed. In contrast, landlords and investors benefit considerably. As attainments from temporary use therefore materialise in foreign contexts, they are not appropriately valued. In all fairness, such imbalances should be avoided as far as possible.

The success of a temporary use situation is determined by a synergistic relationship between the landlord, the users and the other stakeholders, all of whom, depending on their roles, should be fairly involved in the development process as well as fairly compensated when their involvement is complete. By presentation of temporary use's characteristics, along with various tools for its successful implementation, it is hoped that the current work contributes to the realisation of this claim.

As a final remark, the term “temporary use” is somewhat inaccurate: as the use involved is performed with regard to area development, i.e., with the intention of its related projects’ upward compatibility, a continuous effect and therefore a long-term nature is actually involved. Thus, it is not fully correct to talk about ‘temporary use’, which implies purely interim activities and benefits. Considering its activity and development initiating character, it would be more precise to refer to it as ‘impulse use’.

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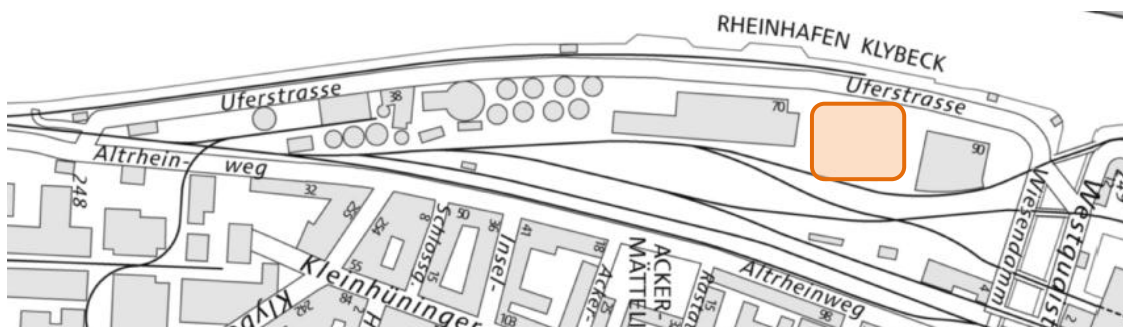
## 8. APPENDIX

### 8.1 Area dossier

#### AREA DOSSIER: Fallow open space

Last document editor: André Datum: 02.01.2011

Parcel number	3134
Address	Uferstrasse
Surface (m <sup>2</sup> )	9075
Actual utilisation	None
Owner	Schweizerische Rheinhäfen, Hafenstrasse 4, 4127 Birsfelden
Building right until	31.12.2050
Contact	Schweizerische Rheinhäfen



**DESCRIPTION: (open space/buildings/utilisation/allotment/specifics)**

**Actual utilisation:**

**Buildings:**

**Specifics:**

**Unclearities:**

**Possible problems:**

**TIME HORIZON:****EIGNUNG / MÖGLICHE ZWISCHENNUTZUNGEN:**



**TARGET SETTING:**

SRH	NEUBASEL	TOWN
<b>Combined:</b>		

**STRATEGY / ADVANCEMENT:**

--

**ACTIVITY PROTOCOLL**

<i>date</i>	<i>who</i>	<i>what</i>

**NEXT STEPS:**

<i>until</i>	<i>what</i>	<i>who</i>	<i>responsible</i>

**NOTES: (contacts, addresses, remarks, observations)**

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## 8.2 Addition to definition of temporary use

Because the term ‚temporary use‘ is called in German ‚Zwischennutzung‘, which is actually translated with ‘between-usage’, it provides additional information, which the English one does not. The following passage is due to translation impossibilities not mentioned in the English version. As it provides a more narrow definition of the term temporary use, it is here posted in its original formulation.

*Oftmals wird für das zeitlich begrenzte Nutzen von Räumen und Flächen auch der Begriff temporäre Nutzung verwendet. Im Gegensatz zum Begriff Zwischennutzung (temporary use), welcher durch das Wort ‚zwischen‘ ein klares Vor- und Nachher beinhaltet, impliziert der Begriff temporäre Nutzung einen offeneren und weniger deutlich abgegrenzten Horizont der zeitlichen Begrenzung. Nichtsdestotrotz bezieht er sich analog zum Begriff Zwischennutzung auf die Realisation von Projekten im Raum, welcher einer zeitlich befristeten Verfügbarkeit unterliegt. Diese beiden Ausdrücke werden daher im Folgenden synonym verwendet.*

## 9. DECLARATION OF AUTHENTICITY

I, the undersigned, declare that all material presented in this paper is my own work or fully and specifically acknowledged wherever adapted from other sources.

I understand that if at any time it is shown that I have significantly misrepresented material presented here, any degree or credits awarded to me on the basis of that material may be revoked.

I declare that all statements and information contained herein are true, correct and accurate to the best of my knowledge and belief.

Place, Date

Name

Signature

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