

Public Assets

TEMPORARY USE

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FROM TEMPORARY TO TRANSITIONARY

Executive Summary: Public Assets, Temporary Use

This report was commissioned by West Yorkshire Combined Authority, funded through the One Public Estate programme and was undertaken by Creative Space Management and East Street Arts between January and May 2020. Following the lockdown imposed by the UK Government as a result of COVID-19, the report, although largely commissioned and completed pre-COVID-19, was adjusted to include recommendations that relate to the likely impact of severely curtailed trading for many businesses large and small in the town and city centres of the region.

Whilst we do not claim to have identified novel solutions, we recognise the virus will have a lasting impact on our whole country and particularly the urban centres. These places at the heart of our town centres and neighbourhoods are totemic. They reflect the essentially social nature of our lives and our desire to gather together, share experiences and weave connections with our communities. We can anticipate that business closures will upend some of the places we have seen as the cornerstones of our town centres.

There will be a profoundly challenging period to which we will all have to adapt. Our centres will not return as they once were. Where transition was likely to have been a relatively slow, iterative process, the consequences of the pandemic will accelerate change. The short-term economic impact may be severe. Our urban centres will require new forms of pro-active interventions to help them adapt to this new reality. Accelerating new types of uses of vacant properties will be key to rebuilding confidence, footfall and the economy.

Temporary use is not merely a series of patched solutions to market failure and to structural industrial change (online retail). It has potential to be a much more ambitious and visionary exercise in re-engaging our communities with town centres. The actions, projects and initiatives that can be developed across West Yorkshire Combined Authority need to emphasise the importance of innovation if we are to attract new energy, talent and uses to failing locations. This issue, already tangible in many smaller town centres and high streets, now has an immediate urgency as we emerge from lock-down into a post-COVID-19 recession.

To manage the painful transition to a less socially distanced public life, new responses to the blank canvases appearing on our high streets will be required. We will need to be brave and imaginative about how we envisage and plan for this and, vitally, we need to increase the capacity of authorities so that they can be fleet of foot in responding to impact of economic shock on our town centres.

We hope that this report is one starting point for such a transition and offers some pointers as to how change can be implemented at city region level. Our approach is positive and constructive. We believe that in spite of the personal tragedies endured by many and the deep disruption to our perceptions of normality, there are opportunities to adopt new

perspectives that tackle, for some places, a likely interruption in our civic lives and, for others, a systematic and progressive decline that was in evidence long before COVID-19.

As Ali Madanipour states at the end of his book, *Cities in Time*, we consider temporary space to be a stepping-stone rather than a stopgap until an imagined return to the status quo. As we start to rebuild our economy and our communities following the impact of the pandemic, we will need to embrace temporary use as part of a journey towards new and different long-term uses of buildings and land. What have been thought of as temporary uses can perhaps be better described as transitional uses in these changed circumstances. It is our job to help facilitate and drive this transition.

A temporary state, therefore, may become a stepping-stone rather than a stopgap, going beyond coping with crisis and thinking about what happens next. It offers a sphere of possibility in which the space offers the widest range of possible new things that can happen, as it has the fewest limits. In a sense, it is like an open field in which many activities can take place, which makes it ambivalent, as it can be taken into any direction by the interplay of power social and economic forces. A temporary activity may act as a transformative medium, helping to create new, or use existing gaps in an active capacity. It can be used as a catalyst for change, facilitating experimentation, innovation or animation....”

Ali Madanipour – *Cities in Time*

The report’s recommendations address three questions:

- What needs considering before temporary use?
- How should temporary use projects be delivered?
- How can we aggregate resources to maximise benefit and impact?

A What needs considering before temporary use?

- i) **Be clear about the specific outcomes your local authority wants to achieve.** For example, do you wish to provide enhanced spatial capacity for safely distanced food and beverage consumption? Or are you trying to address long term retail over-capacity, changing functions and diversifying uses?
- ii) **What questions are you asking about your urban centres and places?** In some cases, the most successful temporary projects are those that ask questions rather than attempting to provide solutions. To what extent is your project exploring or asking

questions? Or does it assume a solution? Create opportunities for urban experimentation and innovation.

- iii) **Define how / if what is being proposed fits in to your longer-term plan for the wider area.** Does the use complement wider plans for the neighbourhood, town centre, or high street? Is it designed to support existing businesses and traders or is it intended to change reputations and build a new market or cluster in that location, for example by focusing more on local and independent businesses?
- iv) **Collaborate with other stakeholders who want to achieve the same outcome.** To what degree have you involved other partners and stakeholders in your plans where they have the same or overlapping agendas?

B How should temporary use projects be delivered?

- v) **Be realistic about the project delivery and management requirements.** Do you have the capacity and resource to deliver the project in house with your own team? Will you focus capacity on bidding for internal and external resources and then appoint some or all the team necessary to deliver a successful project?
- vi) **Harness existing community, cultural, social or independent business and organisations as potential routes for delivery.** Are there local organisations with the motivation and capacity to take on temporary use projects? Have you considered how they could contribute to project delivery? Sometimes there is a lot of interest and demand to get involved but coordinating and managing this is the key challenge. Alternatively, where there appears to be little interest and few local organisations able to contribute, how will you stimulate engagement or find ways to attract new participants?
- vii) **Recognise the challenges to small organisations.** Acknowledge the extent of risk and sweat equity that may be required for relatively uncertain or short-term projects. The input required for small organisations can be considerable, involving many weeks of work as part of the 'benefit' of obtaining cheap space to use for a project. Do the organisations you are working with understand the extent of the commitment and the associated risks? How can you help them to manage and reduce those risks?
- viii) **Make use of existing resources.** Make use of templates for legal agreements or adapt them to establish new ones that facilitate access to enable participation and activity. What other resources can you use that have already been created? Share knowledge with and use your network of colleagues across West Yorkshire.
- ix) **Encourage diversification.** Exploring the diversification of functions in town centres will be part of a journey for building a new critical mass of multiple layers of activity and audience in town and urban centres. These multiple layers may, depending on the qualities of each place, have a very different focus, differentiated by the people

and businesses of those communities. Some may focus on arts and culture, others on health and wellbeing but all will involve increased residential, live/work and changing types of businesses choosing to work, meet and connect in our urban centres.

- x) **Consider using specialist organisations with relevant know-how and experience.** Specialist organisations can help authorities accelerate temporary use, bringing capacity, resources and motivation to bear on mobilising projects on identified properties.

C **How can we aggregate resources to maximise benefit and impact?**

- xi) **Promote the opportunities for temporary use.** Develop an accessible, public-facing database of locations and opportunities for temporary use projects across the West Yorkshire.
- xii) **Stimulate networks to share knowledge and skills.** Develop and coordinate a light-touch regional network of local authority officers (across economic development, property, culture) actively interested or involved in Temporary Use projects. Could the group record and develop best practice? Can officers aggregate know-how to explore ways to tackle specific challenging locations or recommend practices/organisations that have a track record of working in this specialist area?
- xiii) **Consider developing a more ambitious approach to temporary and long-term activation projects across West Yorkshire.** Is there a need for a more strategic, aggregated approach whereby a West Yorkshire team is tasked to activate specific problem sites in multiple locations, developing a clear pipeline of opportunities identified by local authorities? The team would work closely with local authority officers to accelerate responses to the post COVID-19 economy, identifying new ways to access resources, generate revenue and diversify functions in our urban centres.
- xiv) **Secure new funding to act as a catalyst for investment in new approaches.** West Yorkshire Combined Authority should consider making a second stage bid to One Public Estate to encourage acceleration of initiatives across town centres (particularly those smaller ones most likely to be badly affected by COVID-19 and the ensuing recession). This will actively support a pipeline of potential projects; undertake applied feasibility studies on real examples; access and distribute pump-priming resources to encourage private sector investment and invest in sharing know-how and expertise to convert this into tangible projects and initiatives across the city region.
- xv) **Anticipate requirements for business support.** Consider the appropriate ways to deliver extra post-COVID-19 business support and know-how that will be required by arts, cultural, voluntary sector businesses wishing to expand into both small and larger urban centres. As noted in this report, there has been an acceleration in the

rate of arts-related start-ups in the most recent year whilst professional services start-up growth has slowed. Business support for arts-related start-ups can contribute to filling some of the gaps in our town centres.

- xvi) **Establish pilot projects for repurposing larger spaces.** Explore interim uses for safe distanced food and beverage sales by existing businesses so that they are able to operate in public realm and urban centres in the near future. Also, consider options for stimulating the market for ready-made modular systems or custom-built DIY structures that can be adapted for large empty stores or open plan office buildings. Perhaps consider a 'rapid-repurposing' live demonstration project to illustrate viability and impact in a West Yorkshire urban centre.
- xvii) **Upwards advocacy.** Make the case for attracting central government resources for local authorities to attract pump-priming investment to deliver revised local plans. This should enable local authorities to undertake exemplar projects in their areas, stimulating the private sector and other public sector stakeholders to play a role in diversifying and developing both proven and innovative approaches in town centres and places across West Yorkshire Combined Authority.
- xviii) **New perspectives and new vocabulary.** As Ali Madanipour concludes in his book, *Cities in Time*, temporary space needs to be understood as a stepping-stone rather than a stopgap until an imagined return to what was once the status quo. As we start to rebuild our economy and the places at the heart of our communities, we will need to transition towards new and different long-term uses of buildings and land. It is our job not just to get people and businesses back into our urban centres, but to help facilitate and drive this transition from an old model to something more adaptable, more sustainable, more in tune with our environment and with the increasing users and residents close to and within our towns and cities. These transitional uses are no longer simply temporary, they offer potential for a rapid response to tackling long-term change.

1. Introduction

1.1 Brief

This report has been commissioned by West Yorkshire Combined Authority, funded through the One Public Estate programme. The purpose is to inform and support temporary use of public sector land and buildings, particularly uses that support the creative & digital economy.

The brief is to work with local authority partners at Calderdale, Craven, Bradford, Kirklees, Harrogate, Leeds, Selby and Wakefield to understand the local contexts, identify opportunities for future projects where available, explore demand and provide detail on one project that can proceed relatively quickly.

Whilst this report focusses predominantly on high streets and wider town centres, it is relevant for all of the places at the heart of our neighbourhoods. Parades, squares and high streets are emblematic places and long-term empty properties will blight all of these key locations.

It was also anticipated that the brief would develop in response to consultation with officers from the authorities in terms of what practical information would reduce obstacles to introducing more temporary use projects.

As the project has been delivered, the UK has gone into lockdown following the COVID-19 pandemic. This has widened the scope of the study to consider ways in which temporary use can offer solutions to what is likely to be a much more serious challenge to our high streets and town centres than could have been anticipated when the original brief was developed.

1.2 Team

Creative Space Management and East Street Arts are leading organisations in the operation of themed workspace for the creative & digital industries sector in the north of England, providing business accommodation for, respectively, commercial creative & digital businesses and a wide-ranging community of arts practitioners. Both organisations have been pioneers in stimulating large-scale interim use projects over the last fifteen years and have acted as advisors and consultants to a wide range of public and private sector asset owners.

Creative Space has devised meanwhile use strategies for numerous locations including Royal Docks in London, Porth Teigr in Cardiff and produced the interim use strategy for Fruit Market in Hull in 2009 before working with the local authority to operationalise the first phase of this large-scale project that would later evolve into a permanent use.

East Street Arts is the largest UK operator of meanwhile space for the creative industries outside of London. In West Yorkshire, East Street Arts has operated its meanwhile space for artists programme for ten years, accommodating over 500 artists in over 100 buildings. Locally, the not-for-profit organisation is currently operating meanwhile space in

Kirklees, Harrogate, Leeds, Bradford and Wakefield. In total, East Street Arts has supported over 20,000 artists to build sustainable careers, reinvented 500 temporary spaces, created 79 permanent studio spaces for artists, and developed a pop-up Art Hostel at the heart of Leeds' historic Kirkgate, kick-starting regeneration of the oldest street in the city.

1.3 Methodology

Desk-based research was used to produce evidence of successful temporary use and to build a rationale for authorities to look for opportunities to expand local opportunities. Evidence is gathered from open access academic research and commercially available data. For local perspectives, senior officers working in assets & property and in culture & place have been identified in each authority and interviewed where possible. A workshop was held in February 2020 to identify the local issues and priorities and to establish common needs and approaches. A feedback session for authorities will be arranged on conclusion of this report to share learning.

2. Temporary use

This report explores what Ali Madanipour in his book *Cities in Time*¹ describes as 'intentional temporariness', the ways we adapt space for temporary uses in economic downturns or for one-off initiatives and 'experiential temporariness', which relates to aesthetic animation, festivals and experimental engagement.

Temporary use is already a powerful tool widely used by developers, asset owners and investors. Local authorities themselves have a diverse range of embedded temporary activity which is part of the cultural and social life of the place. Planned displays, parades, celebrations are established temporary events that are a fundamental part of urban life.

This report focuses predominantly on empty or underutilised buildings owned by local authorities. For economic development teams and cultural and leisure departments within local authorities, the potential to create short-term value from underutilised land and buildings is widely understood and most authorities have examples of meanwhile use agreements that have been made with third party occupiers.

A common approach is for councils to make agreements for up to three years (often allowing the occupier rights to sub-lease elements of the space) and to retain repair and maintenance and repair obligations. Often the council will provide building insurance through favourable local authority cover arrangements. Agreements can be made against an outline business case, a lower hurdle than would be required for full asset transfer. Sometimes the local authority

¹ *Cities in Time: Temporary Urbanism and the Future of the City*. Madanipour A. London 2017

will be able to agree full rates relief to provide further support in exchange for assurances that spaces are animated for a minimum number of hours / days per week.

As explored in this report, temporary use can provide opportunities to support communities, trial new uses and provide stepping-stones to new long-term functions in a locality. Going beyond this, it also has potential to be part of a range of responses to the rapid changes in the retail and leisure industries, especially where these impact on high streets and town centres.

It should also be noted that the National Planning Policy Framework (NPPF) revised by MHCLG in February 2019 specifically includes a section focused on “Ensuring the Vitality of Town Centres”. The policy advice remains relatively generic with little response to the radical changes occurring in our urban centres.² For example, simply stating that markets should be “retained” or “reintroduced where appropriate” fails to reflect the profound changes that a combination of out-of-town retail centres, online shopping and radical demographic change are having on UK towns and cities.

Where local authorities consider the problems of empty shops, vacant sites and under-utilised public assets, there will be opportunities for temporary uses to address local issues with adaptable plans that reflect these rapid and far-reaching societal changes.

2.1 Key literature review

Temporary urbanism may offer different groups new opportunities for using and creating space in alternative, new ways. This is particularly made possible by the large and small economic crises, which make space more available at affordable prices, but can also be an indication of a longer-term thriftier attitude. The creative potentials of temporary urbanism in socially innovative ways are wide-ranging. The artists, civil society groups, charities and community organisations who had difficulty getting access to space in buoyant property markets see the oversupply of space as a way of developing community facilities, relations and cultural activities. Rather than merely engaging in maximizing returns on investment, individuals and groups - from artists to activists and charities - use space from different perspectives. They may use shops as community hubs, and public spaces for expressing communities’ life experiences through the arts, as an alternative to advertising and the display of commercial interests that dominate the public sphere.

- Cities in Time: Temporary Urbanism and the Future of the City

² <https://bit.ly/3g9Yfwy>

We recognise local authorities are likely to be aware of much of the relevant literature relating to high streets and temporary use, we felt it would be useful to summarise some of the most important material in relation to this paper, both as background context for the recommendations we make but also as a summary of some of the relevant policy drivers. This overview can be found in Appendix I.

It provides a valuable overview of the context for the way policymakers have been approaching the challenges facing our town centres and urban places. Notably, most of them raise issues around empty buildings and sites in town and city centres. There are a broad range of perspectives as to what extent temporary and meanwhile uses can address the fundamental structural changes that are occurring on high streets and across town centres. For local authorities considering meanwhile use as a stimulus, we suggest that reviewing some or all the documents will provide a very useful background to the experience and approach of other towns and cities as well as some of the strategic and policy implications.

2.2 Terminology and definitions

We acknowledge that there are multiple definitions and terms being deployed in a range of contexts. For that reason, we felt it would be helpful to summarise some of these below. The following reflect multiple definitions of meanwhile, interim or temporary use concepts across the world.

Source	Origin	Term	Definition
SQW Consulting 2010	Europe	Meanwhile Use	“Temporary use of vacant buildings or land for social or economic gain until they can be brought back into commercial use.” It makes practical use of the ‘pauses’ in property processes, the traditional cycle of design > permissions > build > market > tenant > re-market that every development undergoes. Projects can transform vacant land and premises from emptiness to active use for creative, cultural and community purposes and can be focused in priority regeneration areas or town centres. Meanwhile use gives the space over to uses that can contribute to quality of life and better places whilst the search for a commercial use is ongoing or until the space is redeveloped.
K Iveson 2013	Australia / New Zealand	DIY Urbanism	In many cities around the world we are presently witnessing growth of, and interest in, a range of micro-spatial urban practices that are reshaping urban spaces. Do-it-yourself urbanisms include actions such as guerrilla and community gardening, housing and retail cooperatives; flash-mobbing, and other shock tactics,

			subcultural practices like graffiti/street art, skateboarding, parkour and more.
L Harley and M Lydon 2014	USA	Tactical Urbanism	Tactical Urbanism is a city and / or citizen-led approach to neighbourhood building using short-term, low-cost and scalable interventions, intended to catalyse long-term change. For citizens, tactical urbanism is a tool to circumvent sluggish bureaucracies and shine a light on the myriad of opportunities to improve neighbourhoods. For developers, it allows “Phase Zero” project implementation that test ideas and bring benefits long before potential development. For municipalities, it increases awareness and offers opportunities to expand public engagement through the project delivery process.

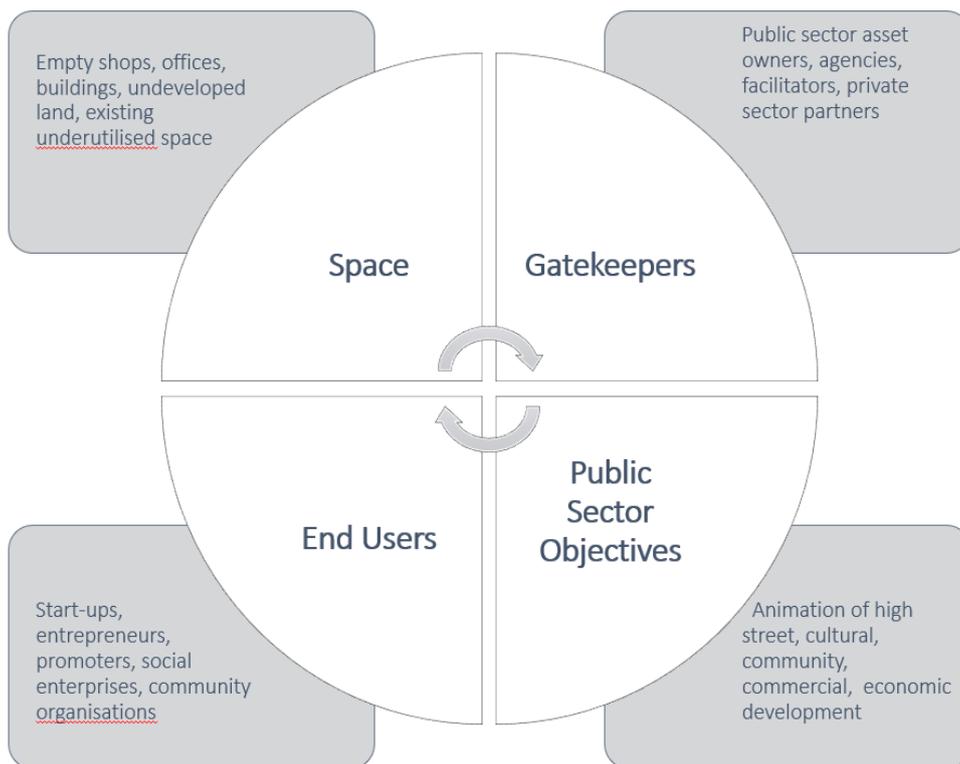
The above demonstrates a diversity of approaches all of which have some relevance for local authorities in West Yorkshire that are considering temporary use as a practical tool for achieving specific objectives.

2.3 Context and scope

This section of the report aims to focus on concepts of meanwhile and temporary uses that will be most relevant to the local authority members rather than attempting to comprehensively document a diverse and complex global phenomenon. It also aims to explore what best practice approaches might look like and to consider some of the post-COVID-19 opportunities and challenges across the area covered by West Yorkshire Combined Authority.

We are aware that this is an area of activity with which all local authorities are broadly familiar, to the extent that there have been specific projects and initiatives that have taken place over the last ten years. From long-established projects such as **Art Hostel** in Leeds to recent examples such as the **Open Doors** pilot project in Bradford’s John Street, there have been many incremental projects delivered in West Yorkshire by private, third sector and public sector organisations that have demonstrably contributed to nurturing communities, place-shaping and provision of affordable workspace. Increasingly, temporary and meanwhile uses are identified as being potential components of specific funding bids and action plans to address issues on our high streets or support specific sectors such as the cultural and creative industries.

The following diagram reflects the broad context for the factors influencing interim uses in town and city centres specifically relating to the public sector. There are other (sometimes related) reasons why private sector asset owners may directly engage in activities that stimulate temporary uses, but the focus of this report is on public sector assets and specific benefits and opportunities for local authorities.



Of the research and analysis already undertaken for projects across the UK and in other parts of the world, the following appear to be the primary objectives for investing time and resources in stimulating interim uses.

Key issue	Public sector objective	Desired outcomes
Declining high streets and wider town centres with increasing numbers of empty units, decreasing non-retail businesses.	Find ways to ameliorate the impact of empty, derelict and unsightly units or plots in town centres. Encouraging high quality workspace in town centres.	Facing up to the structural change that is occurring by reducing the amount of retail units. Increasing office, residential, leisure and experience-based activities in town centres.
Significant increase in online shopping resulting in fundamental structural change to how and when people shop and therefore how shopping destinations perform.	Develop a clear vision and rationale for specific town centres, helping asset owners and existing traders redefine the function and purpose of their centre.	A collaborative approach to addressing what is a fundamental change in the way our town centres function – working together to identify the opportunities and overcome the challenges.
Substantial and reductions in footfall continuing in urban centres (apart from global or high performing cities)	Manage the transition, avoiding large swathes of empty units and attract more	Adapt town centre functions to more targeted activity with smaller, more specialised retail and service functions, more

	diverse range of businesses to town centres.	residential and More diverse commercial uses.
Homogenisation of high streets between 1970 and 2000 resulting in weakening of the sector and of the locations in which they are based, increasing susceptibility of weak economies to rapid sector change.	Bring key stakeholders together to acknowledge the extent of change and to develop/support local ideas and initiatives that may help to build long term resilience. Celebrate differentiated and unique qualities of places.	Encourage continued diversification and more start-up and independent businesses to be located in previously failed or regularly empty units. Encourage innovation and find ways to share and manage risk.
The need to attract more people working and meeting in urban centres , resulting in purchase of leisure and amenity services, predominantly Monday to Friday.	Start to generate alternative and diverse 'offers' which reflect pluralistic urban centre functionality by harnessing under-utilised assets, help innovate, generate new ideas, reduce barriers to stimulate new approaches and functions.	Even in very small urban locations, the scope for attracting more non-retail businesses (particularly those requiring walk in services such as health, wellbeing etc) will be increased, ensuring active centres but not necessarily driven by retail.
The need to increase the amount of 'attractor' events and activities that engage multiple audience segments (both local and inward visitors) into urban centres to increase footfall and the use of retail and leisure service providers.	Temporary use of under-utilised assets are leveraged to generate events and to test out what works; to determine which types of retailers can thrive and what alternative functions (residential / leisure/ service economy) can be deployed in persistently unoccupied units and sites.	Enhanced annual plans that engage local organisations and networks to maximise the use of empty or under-utilised facilities as well as public realm, to generate a more extensive sequence of events as reasons to regularly engage in the centre.
Participation, engagement and showcasing linked to local organisations, networks and communities, reflecting the identity and values of the location.	Facilitate new approaches to animating and enlivening empty and under-utilised assets (public and private sector) which goes beyond occasional initiatives and is part of a multi-annual, zoned, strategic plan.	A clearly defined, bespoke identity that differentiates the location and leverages under-utilised assets and locations to attract, develop and sustain new talent.

2.4 Interim, temporary or meanwhile?

The brief for the report assumes the temporary and intermediate nature of uses. This reflects that much of the literature, research and indeed actual projects has been predicated on a time-limited activity in a way that is different to a commercial tenant taking a defined lease for a specified period of time even though this is also self-evidently time limited. The difference might be reflected in the fact that for an interim or meanwhile use project, no (or minimal) rent is paid and the objectives may be wider than simply one business renting space from another for the purpose of delivering net profits.

In some cases, asset owners may not feel comfortable with granting permission for use of a building or site other than for a limited period as they consider there to be a risk of reducing the value of their asset or inhibiting its future use. Indeed we anticipate that where local authorities do ultimately support temporary uses, this will in the majority of cases be through a relatively short-term (1-3 years) licence or lease, opted out of the Landlord and Tenant Act and in many cases, with landlord-only break terms, providing relatively short notice periods.

There are strengths and weaknesses to this short-term approach, summarised below:

Strengths	Weaknesses
Asset owners can ensure if the ultimately intended commercial opportunities are realised (funding/planning permission, market conditions), they are not committed to a temporary use that compromises their commercial objectives.	The ability for end users to obtain their own return on investment from their activities is often a key barrier as to why a site or building cannot be let by a suitable end user. Most end users make a significant, proportionate (to their capacity and activity) investment in adapting a site or building and unless they have sufficient time to generate income or deliver funded activity, they may be unable to proceed.
End users can try out activity (commercial, social, cultural), minimising risks and exploring (by doing) how they can deliver their activities.	Not all end users want to be constrained by interim use. In fact, in many cases researched as part of this report and from this team's experience, most 'temporary' end-users aspire to longer than temporary or interim uses.
Short-term use can be activated very quickly unlike 'permanent' development or new use functions which may require multiple permissions and significant project development capacity before implementation.	We are aware (from research and direct experience) that many projects continue to operate under very short landlord notice periods, unable to financially plan beyond these constraints and forced to operate in a very insecure environment having multiple implications for project implementation, consolidation and sustainability (e.g. Kazimier Garden Liverpool).
Short-term or pop-up is a relatively established way of operating, particularly in large core cities where footfall is high and where proximity	In a context where successful promoters, operators, and enterprises are ever-more important to our town centres, do we need to do more to assist new activities and businesses to become more embedded in our urban

to critical mass of other shops or cultural institutions generates value (in different forms) for end users	centres? Inflexible structures may encourage them to leave, having invested enormous energy and resources in establishing their activities (often taking far greater risks than the asset owner).
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Emerging from a number of the existing reports and strategies relating to meanwhile use and from the local authorities that participated in the consultation (see Section 3) is a realisation that, for certain units and sites, the problem causing a particular location to become disused should no longer be considered a temporary or meanwhile issue.

It may be that a different approach needs to be articulated which, rather than emphasising the temporal interim nature of any particular use, focuses on the actual function and its viability. If a function is not sustainable or fails, then it may ultimately be meanwhile but if it is successful and viable the use and the terms can evolve and become permanent (or as permanent as any business occupier can be).

The issue here is that expectations embedded in terms such as ‘interim’, ‘temporary’, ‘meanwhile’, ‘pop-up’ reflect transience rather than a cycle of new uses, activities and functions. The underlying assumption is that high value retail will return, eventually, to that location and that

Stakeholders have to take a longer-term perspective, aiming to generate new ideas that stick and that are not undermined by a risk averse approach assuming a better offer will emerge.

the underlying problems affecting those units will diminish and the owner/investor will once again reap the level of return they might previously have expected.

In the Grimsey 2018 Review³, a whole range of initiatives are suggested including sensor-assisted parking, digital transformation, workspace and encouraging ‘rebel retail’ (harking back to the pre-pop-up retail term of ‘guerrilla retail’).

“...as the curated mix of retail and service is emerging following data insights and AI high street models, space is needed to pilot new retail or service concepts. Flexible planning must support reconfiguring of a store to join with its neighbours to form a larger unit, offer a pop-up on upper floors of office buildings or a mix of office-cum-pop-up to underpin the adaptive high street.”

With 143,128 jobs lost in retail during 2019 (the 16th consecutive year of decline for the sector in the UK⁴) and with the likely impact of COVID-19, this is simply no longer the case. Stakeholders have to take a longer-term perspective, aiming to generate new ideas that stick and that are not undermined by a risk averse approach assuming a better offer will emerge.

³ The Grimsey Review 2 Edition. Siobhan Croszier, London 2018

⁴ Drapers Online 30/12/2020

2.5 Post COVID-19 opportunities and challenges

At the time of writing the country is in lockdown. Whilst there is much we do not yet know about how our towns and cities will emerge from the impact of COVID-19, it is widely predicted that there will be a sharp recession with large numbers of people becoming unemployed and a very heavy impact on leisure, hospitality and retail. Authorities that have pinned their town centre recovery plans on strengthening their night-time economy will have to think again.

The need for town centres to be re-established as gathering points for social connections will depend on our ability as a society to overcome the restrictions of social distancing. It is already glaringly apparent that one key impact has been to drive even more retail activity online and we can anticipate this having long term implications.

Nesta reports as follows. “The trend towards online shopping has hugely accelerated and is unlikely to revert; this will further impact high streets (with the possible exception of local grocery shopping, where there is renewed interest in local, non-supermarket options).” Nesta also speculates that this will be a recession with some startlingly different characteristics from

Meanwhile use has potential to be part of a much more ambitious and visionary exercise in re-engaging our communities in physical and social experiences. We should be brave and imaginative about how we envisage and plan for this.

previous downturns. Business models will change, reducing the need for office space and physical stores and many of the jobs lost as a result of the pandemic may not be replaced.”

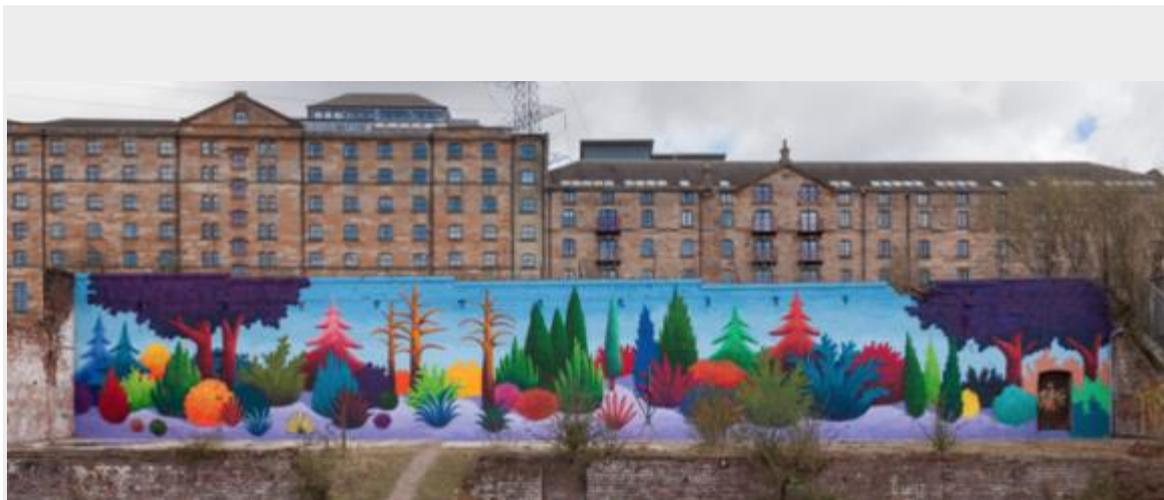
This means more than ever that radical, long-term structural change will be required. We can anticipate that the impact on already challenging times for high streets and town centres will need more than just a few short-term initiatives to be kick-started back into life. Fundamental functional change is ahead. Local authorities will need to help facilitate more radical approaches than was perhaps previously envisaged in terms of the time period over which this might impact on businesses. The suddenness of the transition will call for bold and brave new actions, building on what has been learnt since 2008/09 recession.

Any actions resulting from this report need to point the way to a series of initiatives that, anticipating the ongoing impact of COVID-19, do not necessarily focus on the temporary nature of meanwhile use, but emphasise the importance of innovation to attract new energy, talent and uses to failing locations. This will include targeting under-utilised public realm as totemic spaces that reflect the essential social aspects of human beings and their desire to gather together, celebrate and share. Meanwhile use is not merely a patched solution to a systemic problem. It has potential to be part of a much more ambitious and visionary exercise in re-engaging our communities in physical and social experiences. We should be brave and imaginative about how we envisage and plan for this in a post-COVID world.

Case Study

Stalled Spaces | Glasgow

Vacant Land / Community / Arts / Green Space



Glasgow City Councils “Stalled Spaces” scheme, supports citizens to participate in urban renewal of their communities by providing them with the opportunity to repurpose vacant or underutilised land for temporary projects.

Nationally acknowledged, in its first year, 2011, the scheme supported more than 50 projects across Glasgow which brought 15 acres of (predominantly private) land back into active use. This was used to secure an estimated £500,000 in additional match funding - 6 times that of the initial project funding secured from the Central Scotland Green Network’s development fund. The project is ongoing with its most recent call for applications in January 2020.

A good Stalled Space project requires the agreement of the landowner, a location that is suitable to the proposed use and an idea which reaches out to the wider community to become inspired and involved.

Assistance is available from a minimum £1,000 to a maximum of £4,500 with three rounds of projects being considered each year. Ongoing projects include but aren’t limited to growing spaces; pop-up gardens; wildlife areas; urban gyms or natural play spaces; temporary art in the form of pop up sculptures; spaces for events or exhibitions.

The project has been particularly successful in providing an integrated approach between multiple partners, organisations and communities. This has included engaging the creative sector with local communities, initiating intergenerational projects to reduce negative perception between age groups, and connect community groups with landowners. It has also seen a positive impact on access to local produce and dietary health.

Moving forward the project seeks to strengthen its links with Glasgow’s creative sector by providing space for projects involved in Glasgow International Festival of Fine Art.

In addition to providing seed funding, the project gives advice and accessible toolkits to both landlords and those wishing to initiate projects.

3. Local Authority perspectives

Local authority officers have been canvassed through a combination of individual interviews to establish the local context for temporary use and a group session to determine the overarching priorities across the Combined Authority. Where possible, officers working in both regeneration teams and asset teams have been consulted and, in some authorities, multiple officers with a wider range of functions have been met and their views incorporated into this analysis.

3.1 Shared intelligence

Several authorities put forward officers for individual meetings to discuss the issue of temporary use of public assets.

As a general observation, most of the officers across the authorities recognised the strategic importance of temporary use. It sits between and potentially connects key functions in local authorities: assets, economic development, culture & place, community benefit and can contribute to overarching regeneration and corporate strategies. Exploring potential for temporary use can also provide development intelligence for authorities.

From a property perspective, reducing expenditure on vacant buildings through temporary use is a key benefit to local authorities. Following ongoing cuts to local authority budgets throughout the last decade, there is a keen understanding of the need to cut costs through rationalising assets where possible.

Vacant buildings create management burden and unavoidable expenditure. Empty buildings incur void rates liabilities, unless they are listed. They do not attract rent or service charge payments to contribute to their upkeep and life cycle costs. Buildings require management and security, either provided directly by the authority or by subcontractors. Some local authorities in the area have arrangements with Guardians to look vacant buildings and provide a level of security and management.

Several officers raised the link between temporary use and Community Asset Transfer. Some officers were actively involved in working with groups who were seeking to negotiate Community Asset Transfer of local authority owned premises. These are agreements entered into voluntarily by public bodies to transfer ownership (at below market value) and/or management of buildings, often to not-for-profit organisations. Temporary use can provide a complementary approach, allowing the authority to manage risks by providing short-term try-outs and giving community organisations time to build capacity and demonstrate the benefits.

Arts and cultural elements are often part of the mix of asset transfer, for example with developing proposals for former libraries. Asset teams often work together with Arts and Culture officers around the development of these projects.

In terms of regeneration, temporary use has potential to sit within wider town centre interventions and inclusive growth plans and play a role in revivifying neighbourhoods.

temporary use has potential to sit within wider town centre interventions and inclusive growth plans

As discussed in Section 5, work is underway to secure Towns Fund or Future High Streets Fund investment in several locations in the target area. Practical projects that can contribute to wider area-based regeneration are needed. Bringing elements of innovation alongside means to encourage engagement and ownership of these initiatives on the ground may be key to securing or maximising these opportunities.

Finally, and importantly, the relationship between temporary use, modular construction and climate emergency was highlighted in several interviews and discussed at length in the workshop. Finding new life for existing buildings contributes markedly to carbon reduction. There is an opportunity to champion the re-use of existing buildings as well as the construction of wooden framed buildings in preference to building new concrete structures (which are estimated to create 6% of global carbon emissions each year).

3.2 Local contexts

Several authorities put forward officers for individual meetings to discuss the issue of temporary use of public assets.

As an overview, there is a fundamental need to generate stronger city and town centres in several of the authorities, rebalancing end uses and being less reliant on traditional retail. Whilst successful city centres are typified by having diverse types of end uses including a good stock of high-quality office space, the question is how this can be best achieved in locations that are weaker. Attracting more creative businesses to office and studios spaces in town centres would be welcomed by most authorities. However, how can this be delivered? Doing so successfully requires a package that will attract these businesses, including a community of businesses and local amenities that cater for them. The amenities and community that occupiers want will only evolve once these occupiers are based there and providing a market for them. It is clear from the individual authorities discussed below that some are planning significant interventions to break the cycle by putting creative industries at the core of their plans to deliver change.

Kirklees

- Officers from Kirklees noted that independent proposals are being developed for a possible asset transfer of a vacant property owned by the authority that involves drop-down workspace as part of the mix of proposed end uses.

- Kirklees authority has recognised creative, cultural and digital industries as one of four key sectors in the district. In Kirklees the sector has a value of over £100m pa and is made up of 2,100 active businesses which form 13% of total business stock.
- Kirklees has been developing a new £250m forward plan for Huddersfield town centre. This involves ambitious strategic interventions to reshape the town centre. The Huddersfield Blueprint is a 10-year vision that identifies 5 objectives in 6 key locations, including the development of a new cultural zone in the Queensgate and Piazza area.
- In Huddersfield, the new Cultural Heart will include the library, art gallery, museum and a live music venue in the Piazza and Queensgate area. It will be supported by restaurants, bars, cafes and the Lawrence Batley Theatre.
- This has already involved acquisitions of underutilised property that will await development and provides opportunities for temporary uses in the interim.
- Kirklees purchased the failing Piazza Shopping Centre site (including the market hall) approximately seven months ago. It will be transformed by 2023 with some demolition and some adaptation. A plan is being developed to remove the lower quality elements and retain the impressive brutalist market hall, converting it to a flexible arts venue. The demolitions will enable the creation of a new family-friendly outdoor gathering space.
- The local authority has been actively trying to stimulate temporary creative and cultural uses in what has been a failing development with high levels of void units (65%) and dwindling footfall.
- Through this large-scale place-making project, all of the previously vacant units have now been activated through the cultural initiative Temporary Contemporary, a partnership between Queensgate Market, Kirklees Council and the School of Art, Design and Architecture, University of Huddersfield.
- Spaces are being offered for a combination of creative, cultural (and related professional development) uses, initially on a cost-free basis. Projects in the individual spaces, taken together, are acting as stepping-stones towards future uses as the new Creative Heart develops at this location.
- The ambitious intervention has included several retail spaces being repurposed as galleries to attract footfall and provide animation. A programme of launches and public-facing events has been delivered throughout the first months of 2020 (although, whilst this report is written, activity is temporarily suspended to combat the spread of COVID-19).

We're enthusiastic about supporting people in Kirklees to showcase their talents and fulfill their potential.

Cllr Graham Turner, Cabinet Member for Corporate Services

Leeds

- There was strong and coordinated interest from Leeds with five officers consulted via individual meetings and one via telephone prior to the group workshop. This included representation from Assets, City Centre Management, Culture and Regeneration. Officers welcomed any research on meanwhile use that could contribute to development intelligence and inform perspectives on asset rationalisation and assets of community value.
- Leeds is interested in exploring opportunities which may emerge from the current crisis in anticipation that more buildings will have the potential for temporary as well as longer-term repurposing.
- One specific temporary use location had already been provisionally identified in the Innovation Quarter just north of the city core. This is in discussion with an operator that specialises in container developments. The prospective development would combine Food & Beverage outlets with some retail and event space.
- A second location that was raised for discussion was Morley, one of the 100 towns that is preparing a business case for up to £25m from the national £3.6bn Towns Fund discussed in Section 5. A Morley Town Deal Board drawn from across the community will oversee development of the final proposal which is due to be submitted in September 2020. An exercise to identify underutilised public sector assets there is planned to inform development of the proposals. Whether temporary use will play a role has yet to be considered.
- Whilst LCC has not undertaken a spaces survey with regard to temporary use opportunities, the authority has completed a survey of existing workspace for the creative/digital sector. Leeds Workspace Ecosystem (2019) identifies unmet demand for maker space in Leeds.

Selby

- Selby District Council is a two-tier authority rather than a unitary authority. The County Council assets include schools and care homes. For the District Council, asset management has traditionally been focused on its own assets in housing and leisure provision.
- The local focus is on regeneration in Selby town and centre and the train station and to capitalise on growing visitor numbers associated with Selby Abbey. The visitor economic strategy & the Economic Framework both feature culture as a driver in the district and this has led to the creation of two posts, A Tourism Development Officer and a Culture, Visitor and Creative Economy Officer. A Cultural Development Framework is now under development and culture is seen as an important contributor to health, wellbeing and regeneration.
- The council reports that there is little existing infrastructure in the town centre for the cultural sector other than the Town Hall, an arts centre with a strong programme for

audiences of up to 150. There are no ACE-funded National Portfolio Organisations in the District.

- The council is interested in the mapping of demand and feasibility for creative workspace and in meeting future start-up needs across the district. Officers believe there is some potential demand for maker-friendly workspace and that temporary use premises present an opportunity to test this. As well as the maker space potential, Selby wants some help in understanding what future needs there might be to provide infrastructure to attract higher value e.g. digital sector businesses.
- Selby has purchased two vacant buildings. These could be disposed of through sale but the council is open to temporary use as another way of activating these assets. The Town Council has purchased the 1811 Building a former Victorian subscription school (Portholme Road, Selby YO8 4QQ). In Tadcaster, a former NatWest bank is a fine building on a corner plot at 32 Bridge Street (junction with High Street, LS24 9AL). The authority also owns the former Barlby Depot site and is open to a temporary creative use of the land that could create a more welcoming entrance to the town.
- In terms of local Creative & Digital Industries business activity in the wider district, Church Fenton is a significant cluster with growth potential. Already home to Screen Yorkshire and with temporary consent for film studios, planning permission was secured in 2019 to develop the creative hub on the former RAF airbase. The project, 'Create Yorkshire', will build on the success of the Church Fenton Studios with the redevelopment of the major brownfield site to provide enhanced opportunities for film and TV employment growth.

Wakefield

- Three officers from Property & Estates and from Arts, Culture & Sport made themselves available for one-to-one calls and meetings. All set out the central role that culture plays in the authority's forward planning of regeneration and expressed enthusiasm for introducing temporary use projects in council-owned buildings.
- The relationship between creative industries development and meanwhile space has come into focus for the authority over the last 18 months. Work has been carried out mapping demand for creative sector workspace and this has helped raise awareness of the benefits that creative industries can bring to the city and district. Building on this, Wakefield has been successful in raising investment to grow the sector through its Creative Industries Growth Fund (WX3). Wakefield was selected as one of only five locations to be awarded Cultural Development Fund, securing £4.4m towards a programme with a value of over £13m. This will drive skills and training, create new workspace hubs and support growth at Production Park and deliver opportunities to showcase talent in the city centre.
- Of relevance to this report, a key opportunity has been identified to repurpose the former Wakefield Market Hall, a distinctive building and canopy designed by architect David Adjaye as a new hub for culture and creativity in the city centre. Development of the council-owned market hall site will be a central pillar of Wakefield's plan to use culture as a driver for economic growth and change.

- Whilst plans for the two adjacent empty market buildings are developed, some temporary cultural use has already been delivered. Artist Luke Jerram's touring exhibition, Museum of the Moon, attracted 31,000 visitors between 23 August and 8 September 2019. During the festival, there were marked increases in footfall in Wakefield's retail core and this has helped to build widespread confidence in the new direction planned for the market buildings. Cllr Jacquie Speight, Wakefield Council's Cabinet Member for Culture, Leisure and Sport, said: "The transformation of the former Market Hall into a fantastic cultural hosting area has been incredible and this is just the start of a new era for this space."
- As part of Wakefield work in preparing its final bid to Future High Streets Fund, a new high-level master plan for the city centre is being developed. One of the key concerns is empty shops, dwindling footfall and the need to diversify uses in the city core.
- Led by the private sector and the creative sector, temporary use initiative, Makey Wakey is a new partnership between The Art House and The Ridings Shopping Centre. Several units have been segmented into smaller units to reinvigorate empty spaces within the shopping centre with temporary exhibitions, installations and creative workspace. A digital agency plans to be an anchor tenant for the workspace element.
- In the wider borough, Castleford has been selected as one of the 101 towns to take part in the application process for the Towns Fund. If successful, funding will be focussed on projects to support economic growth and regeneration through improved transport, better broadband connectivity, cultural assets, skills and enterprise infrastructure. The council has established Castleford Taskforce, a board made up of local businesses, funding partners, community groups, ward members and the local Member of Parliament, Yvette Cooper. The Taskforce's role is to represent Castleford and set the vision and strategy for the Town Investment Plan, the detailed business case against which funding allocations of up to a maximum of £25m per location will be awarded. Whilst we are in uncertain times, the expectation is that the final plan will need to be submitted in the summer of 2020.

3.3 Workshop feedback

On February 13th, 2020, a workshop was held in Wakefield. 20 officers attended, with most authorities represented. Following presentations and discussions, participants took part in three exercises to establish the priorities for future work on temporary space.

Firstly, authorities identified the types of temporary use projects that were most relevant to their areas. The overwhelming consensus was around the potential for temporary as part of a mix of interventions to combat failing high streets. A connected secondary priority was repurposing former market halls, an interest common to several authorities. There was also interest in container development, although the likely spike in vacant property following the pandemic may have changed priorities since then.

1: What types of projects do you anticipate will be relevant to your authority?

		TOTAL	RANK
1	Failing high street / edge of high street – 1,200 sm of space available in ground floor retail or old bank	9	1
2	Empty site (no building) with hoarding in 2,000 sm edge-of-town-centre location.	0	
3	Empty office building with ground floor retail (occupied) leaving remaining upper floors 100 - 800 sm	2	4
4	Old light industrial warehouse: in outlying location (not main retail core) with mix of workspace and retail	3	3
5	Old market hall: due for redevelopment 5+ years	6	2
6	Old bus station: no longer required (currently being used as yard by coach operator)	0	
7	Old school: uncertain plan for future: maybe redeveloped for housing but not for 5+ years	0	
8	Stacked container development: e.g. Crinkle (Sheffield), Spark (York)	2	4
9	Mobile temporary: tow-on options for empty sites	0	

Secondly, officers were asked to identify the main challenges to increasing temporary use. The three main issues were identifying suitable authority-owned assets, the responsibility for day-to-day operation and risk management. Concern about compromising future development of buildings and the challenges of developing viable revenue models were also highlighted.

2: What might be the challenges?

		TOTAL	RANK
1	Identifying viable sites or properties	9	1
2	Developing a clear vision with aims and objectives to communicate to the authority, stakeholders and partners	3	10
3	Calculating the anticipated economic, cultural and social benefits of the project	5	4
4	Brokering relationships with potential occupiers and end users	0	
5	Researching demand or gathering evidence of need for selecting one project over another	4	7
6	Developing the financial and operational model including all relevant costs	5	4
7	Sources of funding to deliver the capital investment to make the project happen	3	10
8	Enabling works to make such properties suitable (utilities/ hoardings etc)	4	7
9	Curating the mix of tenants, occupiers, activities and end-users	0	
10	Proactive capacity building, facilitating access to small grants and creating routes of support for potential occupiers	4	7
11	Concern about sterilising or compromising future use of the building or site	5	4
12	Responsibility for day to day operation and management once the project commences	8	2
13	Risk management (landlord) – comprehensively evaluating and mitigating the risks	7	3
14	Sharing and managing risk for end-users to incentivise take-up and remove obstacles		

Finally, participants were asked to identify their priorities for support. By far the greatest priority was for support and know-how from experienced advisors at specific stages of the projects. Discussions on how temporary uses could take root and develop into permanent use was also reflected in the priorities, suggesting that it is important to help officers make the case within their own authorities. Practical tools such as template letting agreements and case studies also featured on the collective wish-list. (Note that template leases have been provided at Appendix II.)

3: How can this project and further input help to overcome these challenges?

		TOTAL	RANK
1	Overview of meanwhile projects across north of England		
2	Template plain English letting agreements for occupiers	7	6
3	Mini-case studies to assist communicating economic, cultural and social benefits	8	4
4	Checklist of issues to consider in relation to potential meanwhile use sites and buildings	8	4
5	Pump-priming funding for small scale capital works to enable new initiatives	5	8
6	Support and know-how from experienced advisors to assist with specific stages of the project	16	1
7	Planning Permission and licences ensuring compliance for projects	6	7
8	Health and Safety risk assessments ensuring compliance for projects	9	3
9	Better understanding of upside benefits to long-term occupation (beyond the initial temporary period)	11	2
10	Practical support in identifying suitable partners or end users for premises		



NDSM-Loods is an example of an authority working collaboratively with communities of end users, ensuring that they maintain a stake in an area as redevelopment comes forward.

By 1997 the NDSM docks in Amsterdam had become a derelict space with very little productive commercial use. Communities of artists and skateboarders had become very invested in the area, thriving on the potential and value they found in the empty land, disused factories and warehouses which they had long squatted. When developers started to target the area for regeneration, these communities feared that they would be pushed out so they sought ways to advocate for their participation in the development of the area.

Members of the community commissioned research and consultation which led to the production of “The City as a Shell”, a proposal for an alternative development model that (by providing citizens with an active role in shaping their environment) would be inclusive and could adapt to changing needs and desires. In response, the Northern district authority of Amsterdam offered a group of artists, theatre makers, cultural entrepreneurs and skateboarders (led by artist Eva de Klerk) the opportunity to manage NDSM-Loods, a 50,000 sf former shipbuilding factory. The aim was to test different ways of occupying and using the space in order to develop business models and make the case for longer-term use.

The group developed what they coined the “Kunststad” or Art City, made up of 80 artist studios bars, indoor skatepark, cultural business space and 12 theatre workshops. The factory was fitted out to provide a framework within which artists and other occupants could easily build their own customised studios to meet their specific needs. In 2008, when the buildings were returned to its owners, the project had proven its case. The new management allowed the existing occupants to remain and worked closely with them to develop NDSM Loods further. The site is now considered one of Amsterdam's cultural hotspots.

4. Demand

4.1 Profile of creative & digital start-ups

This section of the report presents analysis of start-ups in recognised Creative and Digital Industries subsectors in the study area to include the administrative areas of Leeds, Bradford, Wakefield, Kirklees, Calderdale, Selby and Harrogate.

Our method has been to utilise the 2007 Standard Industrial Classification (SIC) codes that best map onto the creative and digital industries in order to provide a current picture of the creative and digital industries, as well as a baseline of the sector going back over three years to show growth patterns. The SIC definition reflects latest Standard Occupational Classification (SOC) definitions of the creative industries as used by DCMS since January 2015 in economic estimates. These include specific digital business activities in IT, Software and Computer Services, notably software development and web design.

SIC codes and subsectors

Sub-sector	SIC codes
Video Games, Software and Computing	5821 : Publishing of computer games
	5829 : Other software publishing
	6201 : Computer programming activities
	6202 : Computer consultancy activities
	6312 : Web portals
Audiovisual Industries	7420 : Photographic activities
	5911 : Motion picture, video and television programme production activities
	5912 : Motion picture, video and television programme post-production activities
	5913 : Motion picture, video and television programme distribution activities
	5914 : Motion picture projection activities
	5920 : Sound recording and music publishing activities
	6010 : Radio broadcasting
	6020 : Television programming and broadcasting activities
	1820 : Reproduction of recorded media
Press and publishing	5811 : Book publishing
	5813 : Publishing of newspapers
	5814 : Publishing of journals and periodicals
	5819 : Other publishing activities
	18130 : Pre-press and pre-media services
	6391 : News agency activities
Arts and performing arts	9001 : Performing arts
	9002 : Support activities to performing arts
	9003 : Artistic creation

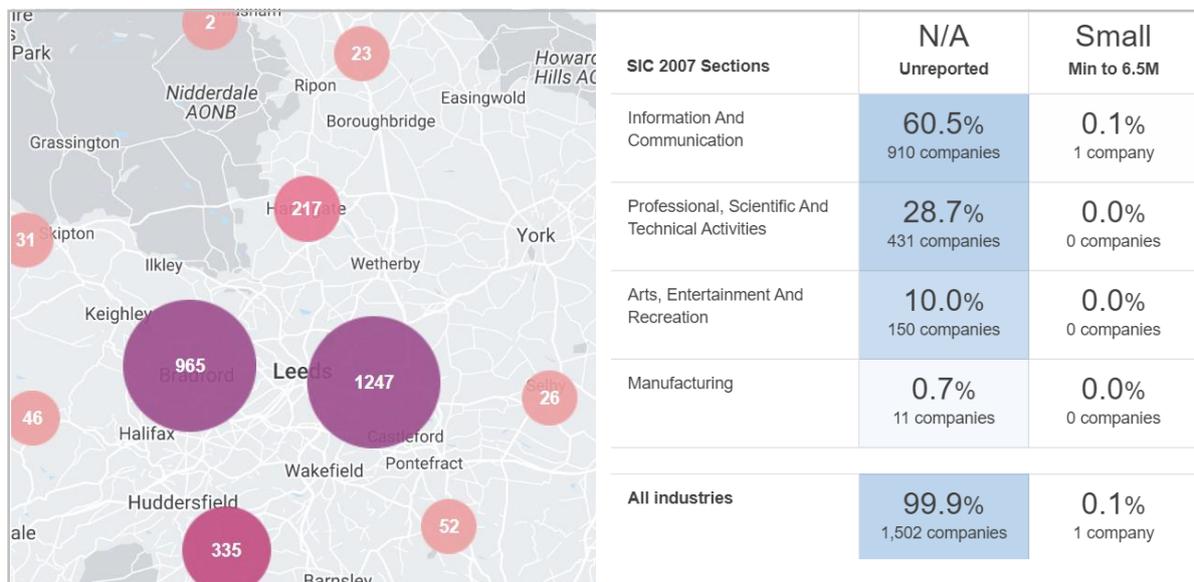
	9004 : Operation of arts facilities
Advertising and Marketing	7311 : Advertising agencies 7312 : Media representation
Design and Architecture	7111 : Architectural activities 7410 : Specialised design activities

In order to generate a current picture of the scale of start-ups in the CDI sector, we used commercially available data from DueDil, which draws its information from Companies House and a number of other commercial and public sources.⁵ SIC codes were used to identify individual start-ups across the study area. Addresses for these businesses allow us to generate a database of CDI businesses and plot those companies on a map. Two surveys of companies were carried out to show patterns of growth in the sector over (i) the last 12 months (ii) the last three years.

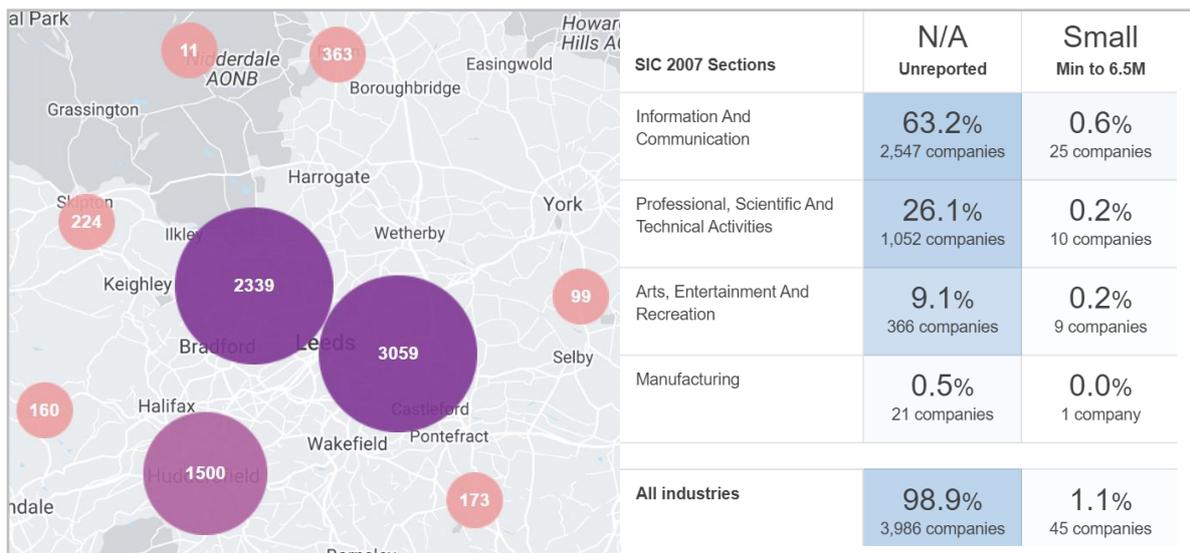
Whilst there are weaknesses in the way that business activities are described by codes (for instance business activities may change over time but codes may not be reviewed), our research does indicate that activities that relate to software design and web design are very significant and are growing amongst start-ups.

The following maps illustrate the rates of starts up by location across the last year and across the last three years for comparison (based on live data on 16 March 2020).

CDI Company Formation last 12 months (to March 16th, 2020)



⁵ DueDil provides real-time data on companies registered in the UK & Ireland.



CDI Company Formation last 36 months (to March 2020)

As a general overview it is notable that Information and Communication SIC Codes are dominant in this survey of Creative & Digital start-ups (including Other Software Publishing; Computer Programming Activities; Computer Consultancy Activities).

Whilst Leeds is acknowledged a leading UK city in terms of CDI start-ups, Bradford, Wakefield and Kirklees are also very strong.

From a temporary use perspective, it is interesting to note that in the most recent year there has been a growth in the rate of start-ups in arts-related businesses and a reduction in that of professional services.

4.2 End user space requirements

Whilst some meanwhile opportunities will be made available as high-quality ready-to-run premises (such as those provided through the well-resourced Open Doors Fund pilot in Bradford, see section 5.1), disused premises will more commonly require substantial work before they are fit-for-purpose.

From a local authority perspective, Humber Street, Hull, provides a useful case study. Following a large-scale acquisition of properties that were to have been demolished for new development, plans were halted by recession. Former fruit market warehouses sat alongside buildings that had been vacant for many years. In the first wave of occupation for meanwhile use, a decision was taken to bring eleven properties back in to use.

All of the properties in Humber Street required some work before they could be made available for occupiers to fit out. Minor works to these basic properties included ensuring that all properties were watertight, secure and had necessary utilities. Shop fronts were introduced

in lieu of roller shutters where appropriate. Building insurance was arranged through the local authority.

In other locations, there are temporary space opportunities in relatively modern retail units that need little or no adaptation before being usable. However for larger buildings that would require a multioccupancy approach (such as creative studio space) to be sustainable, the challenge is finding affordable ways of segmenting individual spaces that can be heated, provide a level of privacy and offer some acoustic and thermal insulation. Solutions to this range from ready-made modular systems to custom-built DIY structures.

In terms of fit-out, meanwhile is a world of improvisation and this can become a successful part of the aesthetic of the space. Necessity is the mother of invention and resourceful end users will rise to the challenge of adapting the spaces that are made available whatever the circumstances. In our review of examples of approaches to fitting out temporary creative workspaces (see Appendix III), the range of approaches to creating flexible multi occupancy space demonstrates the innovation of the groups who take on and manage these projects.

The concept of modular construction sits easily with the DIY approach of utilising meanwhile space. Modern Methods of Construction (MMC) or Modular Construction is the design of flat pack components that are constructed on site and can range for a coffee table to a workspace to a whole fully functioning building.

Using MMC techniques can be cost effective in terms of reducing time required on site, minimising the uncertainties of weather and local conditions and can impact on the climate change agenda by using less resources, creating less waste and improving thermal performance.

Architects, Bark Studios provide a good exemplar project. They designed and created flat pack workspaces that were utilised during East Street Arts' temporary occupation of a large empty retail space on Boar Lane in Leeds. The owners of the space, Kinrise, commissioned the pods (as detailed in Appendix III) and have since reused them as part of a new contemporary coworking space.

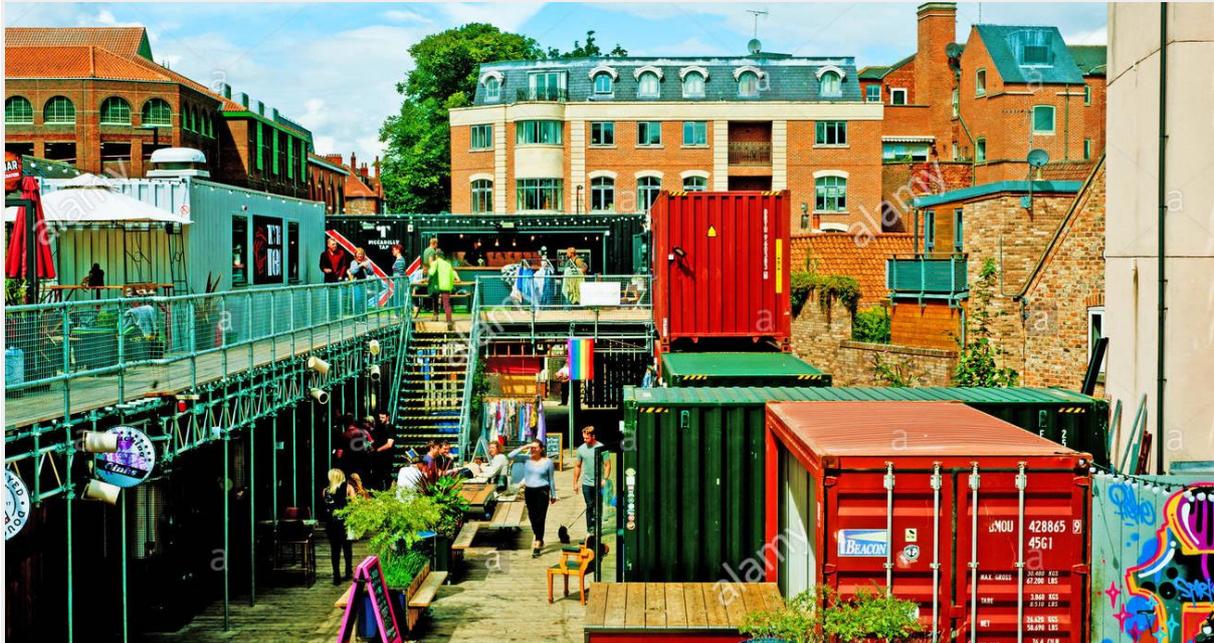
One of the obstacles to making use of modular designs for meanwhile spaces is that the buildings come in every size, shape and condition. Often the division of spaces needs to be bespoke. There is more potential to develop an approach to modular construction for interior fit-out for example kit-built kitchens, reception areas and workshops. A good example of this is the Art Hostel in Leeds where artists designed a modular bed that interlocked and overlapped, saving space and making a more unusual place to stay.

There is scope to further explore an approach through modular construction for interior design of meanwhile spaces. We can anticipate that some large regularly shaped units may become available and require segmenting quickly and affordably for multiple end users. Piloting ready-made solutions on live projects in West Yorkshire could provide encouragement to landlords to repurpose large empty units and contribute to repopulating town centres.

Case Study

Spark* York

Retail / Hospitality / Business Incubation



Spark* York is a community project initiated in 2018 that has turned the Piccadilly area of York into a thriving village of independent enterprises using 23 Shipping containers arranged over two Levels. The project was initiated to bring the vacant land left by the demolition in 2015 of an aviation factory and tram depot, that had sat vacant for two decades, and bring it into productive social and commercial use until longer-term developments could be secured.

The village was designed by Unconventional Design who specialise pocket-sized design. It offers street food kiosks, beverage kiosks, retail space, shared workspace, meeting/teaching Space, a stage & performance area and public workspace.

Managed by a Community Interest Company, the project acts as a business incubator and a destination. In its first 20 months of activity, it has had the following impacts:

- Supported 12 business to take on permanent leases elsewhere.

- Business based in Spark have created at least 3 jobs each for a total of about 60 jobs.

- Supported the growth of 40 start-up business to add £500k to the local economy.

- Provided event space to 100 different community groups

- Attracted 800,000 visitors to the site over 20 months.

York City Council acts as landlord and provided initial loan funding of £40,000. The lease requires Spark* to pay York £13,333 per annum plus 30% of profits. Due to the front-loading of costs the project is yet to generate a profit but expects to in its 3rd year of operation.

Whilst generally considered a success the project has experienced some difficulties which it has had to address to secure a 2-year extension until 2022. These include the time it has taken to generate a profit, delay in tenants paying rent to York council and noise complaints by some local residents.

5. Funding

Local authorities are not only key to working with third parties to make properties available but are the enablers to access key sources of funding that can include temporary use as part of wider area-based regeneration initiatives.

5.1 Funding streams

Towns Fund

On 6 September 2019, the government invited 100 places to develop proposals for a Town Deal, as part of the £3.6 billion Towns Fund. Town Deal Boards will set investment priorities and project proposals then put forward a Town Investment Plan to drive economic growth through investment in connectivity, land use, economic assets including cultural assets, skills and enterprise infrastructure.

A total of five towns in West Yorkshire have been earmarked for regeneration as part of the £3.6 billion Towns Fund. Castleford, Wakefield and Dewsbury will all submit proposals in the coming months, while Keighley and Shipley will draw up a joint business case.

Future High Streets Fund

In the 2018 Autumn Budget Statement, the government announced its plans to establish a £675m 'Future High Streets Fund', the purpose of which is to 'help local leaders implement bold new visions to transform their town centres and make them fit for the future'. £55m of that fund has been targeted at historic high streets, with Historic England receiving £40m for its High Streets Heritage Action Zones programme (described separately below).

High Streets Heritage Action Zones

High Streets Heritage Action Zones will deliver a four-year programme of physical improvements, community engagement and cultural activities to help revive England's struggling historic high streets and town centres by investing in local heritage. The programme is intended to help to revive existing spaces and repurpose failing shops to provide other new uses, making high streets more resilient. The programme aims to change perceptions of heritage and high streets, support sustainable economic and cultural growth on and around high streets and restore and enhance local historic character. As part of each High Streets HAZ there will be a cultural programme of site-specific events to help change people's perception of the heritage on their high street.

Refurbishment of heritage buildings is expensive and problematic. Given that vacant listed buildings do not attract business rates, asset owners may take the view that it is simpler to leave them empty for lengthy periods. This targeted funding is likely to incentivise owners to

reactivate empty buildings that are stymying regeneration. New uses will be needed and this will create opportunities for strategic temporary uses

Cultural Development Fund

The Cultural Development Fund is administered by Arts Council England (ACE) on behalf of The Department for Digital, Culture, Media & Sport (DCMS). In 2019, Wakefield was selected as one of only five locations to be awarded Cultural Development Fund, securing £4.4m towards a programme with a value of over £13m. This will drive skills and training, create new workspace hubs and support growth at Production Park and deliver opportunities to showcase creative industries talent in the city centre and will include significant elements of temporary use.

Open Doors Fund

Funded by Ministry of Housing, Communities & Local Government (MHCLG), Open Doors is a pilot scheme taking place in five areas, matching landlords struggling to find tenants for their empty properties with community groups looking for space. This demonstrates an appetite from central government to explore innovative approaches to bringing vacant properties on the high street into use.

The pilot is directly managed by the independent charity, Meanwhile Foundation in partnership with Meanwhile Space CIC. One of the 5 projects is in vacant council-owned premises in Bradford. 29 John Street (BD1 3JS) is an outward facing, 2 storey unit (930 sf) with large street facing windows and a kitchenette on both floors. It is located within the Oastler Centre markets at the town centre of Bradford and has good visibility from the street. The centre is to be demolished and redeveloped in 2022 as part of a developing masterplan. Community group, Bradford Transformed is currently occupying the space to deliver charitable arts and cultural projects.

5.2 Eligible areas

The table below summarises locations in the study area that have access to the main funding streams.

Fund	Council	Town/Locality	Potential funding
Towns Fund	Bradford	Shipley	Can bid for up to £25m each
	Bradford	Keighley	
	Calderdale	Brighouse	
	Calderdale	Todmorden	
	Kirklees	Dewsbury	
	Leeds	Morley	
	Wakefield	Castleford	

Future Streets Fund	High	Calderdale	Elland	Can bid for up to £25m each
		Calderdale	Halifax	
		Kirklees		
		Wakefield	Huddersfield	
		Wakefield	Wakefield	
High Heritage Zones	Street Action	Calderdale	Sowerby Bridge	Approx. £17.2m to be split between selected zones in North East and Yorkshire
		Kirklees	Huddersfield	
		Leeds	Leeds	
		Selby	Selby	
		Wakefield	Wakefield	
Cultural Development Fund		Wakefield	Wakefield	£4.4m

5.3 Sources of finance for occupiers

Whilst a DIY approach and a make-do-and-mend aesthetic is part of the meanwhile world, establishing projects and making premises fit for purpose needs investment from the occupiers and often this will require grant or loan funding.

Depending upon the locality, the type of end use and the not-for-profit status of the occupier, a bewildering array of public and trust funding is available through resource agencies and literally thousands of trusts and foundations. Broadly this falls under three categories: economic development, community and cultural with individual projects often having several dimensions and being able to target two or three categories through a planned campaign. Depending on the venture, sources could include Arts Council, Big Lottery Fund, Comic Relief, Community Foundations, Esmee Fairbairn Foundation, Locality, Heritage Lottery Fund, People's Health Trust, The Wolfson Foundation, Sport England or NCVO.

However, the traditional world of fundraising has evolved rapidly over the last decade with alternative finance emerging to provide new and perhaps faster routes to raise funding for projects. Alternative finance is any type of funding for a venture that isn't sourced from a mainstream lender. Typically, these are routes to connect with people who are prepared to invest in projects in line with their personal goals and include crowdfunding, peer-to-peer lending and business angels.

Whilst there have always been examples of individual business angels supporting local projects, it is crowdfunding that has grown rapidly in recent years and is now fuelling a diverse range of start-ups and scale-ups ranging from charitable projects to new product development across all sectors. Projects which would struggle to raise money quickly through traditional banking appraisals are setting, meeting and exceeding funding targets using the numerous platforms that have now come to prominence. Importantly, it provides an effective way of not only

sourcing funding but of creating a relationship with large numbers of supporters who will actively champion the project to their own networks.

The leading crowdfunding platforms are Kickstarter, Indiegogo, Seedrs, Crowdcube, LendingClub and Fundsurfer. Funding is normally pledged in exchange for either equity or rewards. Typically taking 5%-7% of funds raised, each platform sets limits on the types of projects that can be featured. Whilst it is important to be able to get early engagement and support, the average campaign time is 40 days. For projects that can mobilise online interest in their campaigns can achieve their funding goals more swiftly than through traditional fundraising whilst also building a market for their venture.

6. Delivery and governance

We acknowledge that for many Local Authorities, the following approaches are likely to reflect existing approaches to project delivery and management. Equally, we recognise that following a significant period of 'austerity' and the severe constrictions this has placed on non-statutory service provision, the implementation of projects relating to temporary uses can create resourcing challenges that may act as barriers to implementation. The following may help to overcome these barriers or to provide options for officers and Members to decide on their preferred approach to relevant temporary use projects.

6.1 Existing models

The following section sets out the ways that Temporary Use projects have been delivered. Of course, there are exceptions and variations on those described below but, in our experience, these represent the current range of models.

6.1.1 Existing local organisation / business (not necessarily their specialist area)

Temporary Use projects have been set up by architects' practices, by community organisations, by charities, retailers, theatre companies, artist groups and directly by local authorities as well as many other types of organisation. For example, in Scotland the innovative Stalled Spaces programme was commissioned by the Scottish Government and managed by Architecture and Design Scotland.

For each of the wide variety of temporary projects, an existing organisation took the initiative, either with additional new funding or with the prospect of generating income from the ensuing activities. The common issue is that an opportunity was identified and they were able to deliver the project in terms of capacity, resources and motivation. One approach to managing

increased temporary use activity is to facilitate more existing local businesses and organisations to act as a promoter of temporary projects and to use their own networks, know-how and capacity to drive new projects.

6.1.2 Specialist local, regional or national business / organisation

There are a small number of specialist organisations that have been established to focus on the delivery of a wide range of temporary use projects from artists' studios (e.g. **East Street Arts**, **Axisweb**, **Skippko**, **Newbridge Project** and **Castlefield Gallery**, all based in the north of England) to organisations with a wider focus (e.g. **Meanwhile Space CIC** or businesses such as **Appear Here**). For a project to be of interest to these organisations, the project must be of sufficient scale and duration both financially and in terms of the breadth and scope of its intentions. **Appear Here**, for example, see themselves as a global agency and are unlikely to want to work in small cities or towns across the UK. Similarly, for any specialist organisations that focus on temporary projects, scale is a fundamental issue. For example, container villages such as **Spark** in York and **Stack** in the North East, operate successful food, drink and events clusters and are now actively planning to expand to other high footfall locations.

6.1.3 A consortium of public and private sector organisations facilitated by a key stakeholder

A common approach is for a key stakeholder (such as a Business Improvement District) to act as a facilitator and bring together multiple parties to deliver an initiative. Effectively, this is how Hull City Council and Hull Forward facilitated the development of The Fruit Market, employing specific expertise to explore, open up and then assist them and others to establish a range of temporary uses. In other cases this has involved private sector organisations such as at **Pop Brixton** where a future development site was established as a highly successful mix of temporary uses, facilitated and pump-primed by Lambeth Council. Often there is no formal entity created other than by the specific organisation leading on the delivery of the project. **The Canning Town Caravanserai** was led by Ash Sakula architects but facilitated and part-funded by Mayors of London and Newham. This approach is pragmatic and delivery-orientated so long as the public sector facilitator can contribute key resources such as the location or site and/or pump-priming investment.

6.1.4 A special purpose vehicle developed established to deliver the project

Where there is sufficient scale and scope of activity, a fourth approach is to establish a Special Project Vehicle (SPV) to act as a delivery mechanism. This is suitable where there is likely to be more than a single project delivered across a significant area with multiple units and locations.

One of the largest projects in the UK of the last decade was the London Legacy Development Corporation which activated both temporary and long-term activity from festivals to workspace, arts trails, residencies and major commissions for and around the Queen Elizabeth Park following the Olympic Games in 2012.

City-based festivals often begin with a few key protagonists raising support and for an initial, small-scale event prior to an SPV being established to programme and organise the activity on a regular basis. This approach requires a degree of commitment to be confident that the costs of setting up and managing such a structure will deliver the intended benefits. As examples, Sheffield Documentary Film Festival began this way in 1994 as did London Design Festival in 2002. Both were initiated with one-off trial events making use of empty shops and sites with the support of multiple stakeholders from both private companies and public sector organisations.

6.2 Strengths and weaknesses

Models	Strengths	Weaknesses
Existing local business or organisation or stakeholder	Locally owned with embedded economic, social and cultural relevance to the locality. Network of contacts and customers within local economy that they can bring to benefit the project. Already established and able to move quickly.	May have limited capacity to expand and leverage the longer-term potential of any initiative. May not be their core business or activity and therefore stretch their capacity and resources.
Specialist local, regional or national business or organisation	Has a track record of realising similar projects and initiatives. Understands the risks and challenges. Able to maximise the economic, cultural or social impacts planned for the project. Provides accountability to public sector partners requiring measurable outcomes from public sector investment.	Will have to forge local links and connections to establish the project. Will require a project of sufficient scale to attract a specialist operator. If it is desirable that the project continues beyond its initially contracted period, how will it become sustainable in the long-term without this operator?
A consortium of private and public sector organisations facilitated by a key stakeholder	Able to capitalise on multiple contributors both local and regional. Maximises engagement with the project. Easier for some organisations and businesses to buy in at a lower level. As an example, Wild	Can be challenging to manage as the stakeholder facilitator acts as the lynchpin and has to take a high degree of responsibility. Often works best for one-off initiatives where there is unlikely to be a need to

	in Art, an international business (started in Whaley Bridge) regularly works with BIDS, local authorities and private businesses based on this approach.	continue the activity beyond its initial cycle.
A special purpose vehicle established to deliver the project, either led by a key stakeholder or by a contracted specialist	Some initiatives already begun using a more temporary structure can then convert into dedicated delivery models, acknowledging that a longer-term structure is required. Others will identify that an SPV of some form will be required because of the scale of the project, its relationship to key assets or the intended economic impact.	Can be considerably more expensive to establish and operate. May require long-term resource obligations both in terms of commitments from key people and funding. Has all the organisational and operational risks associated with operating a business/organisation.

6.3 Options analysis

The potential range of temporary use projects across the West Yorkshire Combined Authority area is very diverse and each Local Authority will need to consider what is appropriate not just for any one project but for the relevant locality and community. However, it is widely recognised that structural change is rapidly occurring on our high streets and in our town centres and that its impact shares common features across many, if not all, the urban areas within West Yorkshire.

The following are options for further evaluation and analysis. With the economic impact of COVID-19 likely to be profound over the next two to five years, there may need to be a more radical and ambitious response to increased under-occupancy, vacated shops, stalled development sites and all the symptoms of a sudden and deep economic recession.

There may need to be a more radical and ambitious response

6.3.1 Each Authority identifies and facilitates their own opportunities

Essentially a status quo position: as opportunities for temporary use are identified, the local authority defines the appropriate delivery and governance structure for the project. An

autonomous operation, it is exclusively focused on the scope of the initiative as defined by the project partners. For many small projects this may be the most pragmatic way to proceed.

6.3.2 A roster of projects facilitated by the Combined Authority, sharing know-how

If the scale of the impact on our urban centres is significantly exacerbated by the current crisis and the ensuing recession, it may be logical to explore informal collaborations with other West Yorkshire local authorities to maximise sharing of know-how, building on the outcomes of this report and avoiding duplication of resources for multiple projects.

Simply by sharing planned initiatives, procurement timescales and other project delivery schedules, it may be possible to increase the scale of commissions from external organisations, share marketing and communication briefs and explore opportunities to attract a wider group of delivery partners across West Yorkshire.

If West Yorkshire Combined Authority were contributing some coordinated investment to some or all of these projects, this would also act as a driver for organisations to collaborate on aggregating delivery costs both to increase the impact of each project and to achieve economies of scale.

6.3.3 An SPV is established to maximise benefits of under-utilised buildings and assets

Alternatively (or evolving from the above option), a Special Purpose Vehicle could be established to facilitate delivery of multiple projects on behalf of several or all local authorities. There would need to be sufficient assets and scope of activities to justify this investment of time and resources but, with a growing recognition that temporary uses may need to evolve into longer-term functions for our town centres and high streets, an ambitious and proactive approach may be worth further consideration.

From the workshop undertaken with local authorities, capacity to deliver is a key barrier to implementation of new initiatives. Given the rapidly worsening economic context at the time of writing this report, what may previously have seemed an excessive and perhaps unnecessarily ambitious structural intervention may be more relevant to quickly generate capacity and to deliver projects on the ground, meeting the needs of local partners and capturing economies of scale that individual councils would be unable to achieve working in isolation from each other.



Hull Fruit Market is an example of how temporary use of local authority owned buildings can start the long process of transforming semi-derelict and under-used areas of a city.

Creative Space Management was appointed by Hull Forward to develop a large scale Meanwhile Use Strategy for The Fruit Market in Hull during Autumn 2009. This followed on from the local authority acquiring over 100 properties in the immediate area for a major development plan which had collapsed following the recession.

Following a large-scale public consultation event, plans to bring a first wave of eleven properties back in to use for creative and cultural end uses were adopted by city partners.

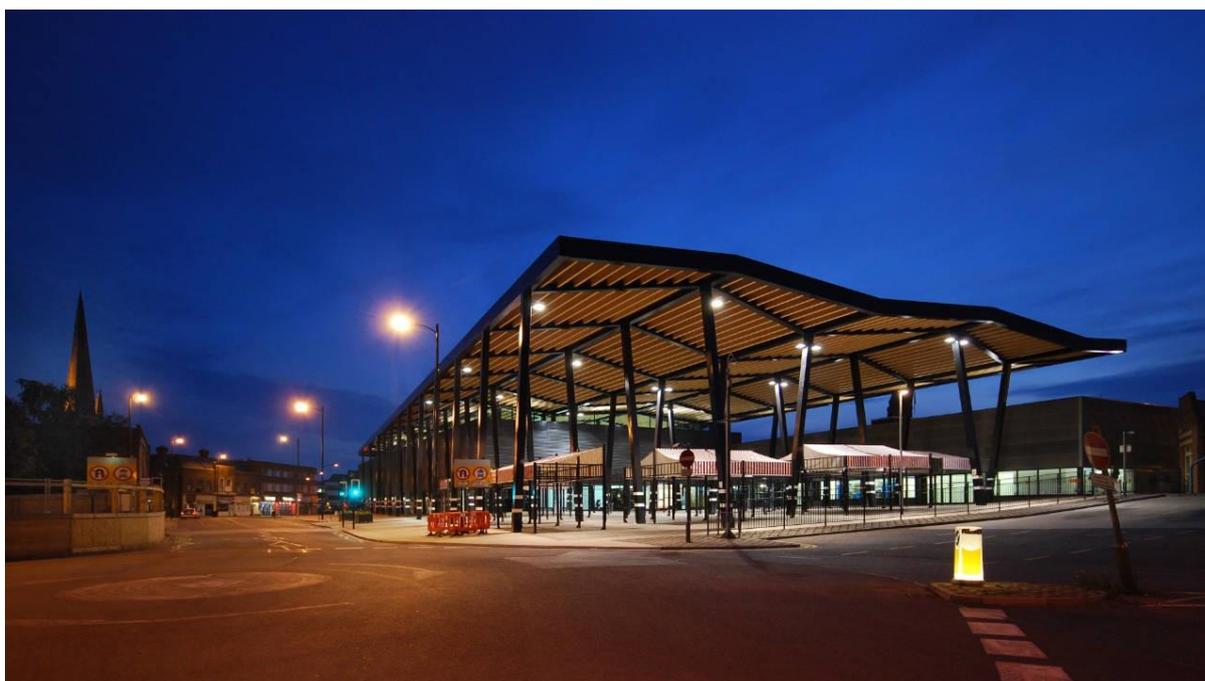
Creative Space was retained to assist in implementing the strategy in Spring 2010. This resulted in several pioneering creative ventures taking premises on Humber Street as part of the first wave of the strategy, including a new performing arts bar / venue, a gallery, two visual arts studio spaces, sculpture workshop, jewellery collective, microbrewery and several others.

Quickly gaining traction, the impact the project had was a key contributor to the announcement of Hull gaining UK City of Culture 2017 status, following which more businesses took up the remaining buildings on the street and there were further improvements to public realm. The interim use project evolved into a permanent creative and leisure destination.

Further significant developments continue to be attracted to the Fruit Market, building on the success of this indigenous cluster. This includes more commercial workspace developments alongside residential and leisure in what is now acknowledged as the cultural heart of the city. To date this urban regeneration project has attracted over £80m of investment.

7. Wakefield pilot project

The project brief suggested a potential pilot project should be featured in the report and following some discussion it was agreed that this should be in Wakefield where the local authority has been working on plans to identify and implement new uses for the former market buildings. It should also be noted that other local authorities, notably Kirklees are repurposing former markets and that this has relevance to multiple locations.



7.1 Background to the project

Wakefield Market Hall closed in November 2018. Now relocated as an open market in the Cathedral Precinct, this left the David Adjaye designed Market and Food Hall adjacent to the central bus station a significant empty space at the heart of the city centre.

As part of the successful application to the DCMS Cultural Development Fund in 2019, and based on extensive creative industry stakeholder consultation, the market hall site was identified as an ideal venue to act as a Key anchor to the Local Authority's Creative Growth platform (WX3) which will create an "industry led ecosystem to increase aspirations, skills, enterprise, development and employment". The market buildings were identified to be repurposed as a creative industries innovation centre, complementing a planned Innovation Hub at Production Park and a number of creative showcases across the district.

In September 2019, whilst a third-party organisation was commissioned to prepare a business plan for supporting creative industry businesses in the market hall buildings, the Council directly delivered temporary use in the main market hall. In late summer 2019, The Festival of

the Moon, featuring a seven metre Luke Jerram installation, was hosted in the building as the catalyst for a range of events. In a two-week period this attracted 31,000 visitors to Wakefield city centre and encouraged the Local Authority and other key stakeholders to think more boldly about how the city centre should develop over the next decade.

7.2 Summary of concept

Wakefield intend to create a flexible mixed-use facility in the market hall buildings. The period of experimentation whilst the development has been planned, has already enabled the authority to evolve its concept and protect spaces which have shown to be incredibly important to the City and District's strong creative characteristics. It is also recognised that the spaces, and the users of the spaces will evolve and change over time.

The former Food Hall (401 sm / 4,316 sf) is to become a workspace hub and, alongside facilities in the main market hall, will provide a City centre focal point for creative industries in Wakefield. With high visibility, adjacent to the main bus station, there is scope for the building to be clearly branded and to become a high profile hub for the WX3 Creative Business Support programme as proposed in the Council's successful DCMS bid. This will provide shared workspace, meeting and business support facilities to stimulate and encourage creative industries business growth in the city centre, as well as connecting with creative skills and learning. It clearly doesn't preclude business-based outreach work across the district, but provides an exciting focal point for emerging and established creative industries businesses.

For the former Market Hall itself, the objective is to establish a creative venue and destination in the city centre which has the potential to act as a major catalyst for wider creative industries growth, providing long-term economic benefits. The hall will combine iconic creative showcase space with creative retail and an independent food and beverage offer, with the overarching aim of changing perceptions of the city and, on the back of this, attracting other businesses (retail, leisure and office based) and diversifying uses in the city core.

This is part of the journey to building a new critical mass of multiple layers of activity and audience in the city centre. It requires multiple functions as well as multiple perspectives and this will take time and commitment

This is part of the journey to building a new critical mass of multiple layers of activity and audience in the city centre

to nurture and stabilise. It will need to connect to a much wider group of stakeholders, including the newly established Creative Wakefield network which seeks to engage creatives of all backgrounds to help shape creativity across Wakefield for many years to come.

There is a clear long-term vision behind Wakefield’s proposals which anticipates permanent (or at least long-term) impact resulting from the developments. Whilst clearly needing a plan to develop the functions, there is an acceptance that some things will grow organically, and there should be space for experimentation. They see the flexible nature of this planned initiative as a vehicle for:

- Proof of concept
- Demonstrating commercial potential
- Delivering and attracting new cultural experiences to enhance town centre
- Encouraging young people and those not necessarily engaged in culture to participate
- Creating high-value non-retail employment opportunities in the city centre
- Supporting start-up and growing creative businesses
- Attracting visitors to Wakefield city centre
- Attracting new private sector investment

7.3 Delivering a pilot project to demonstrate temporary uses

Wakefield is planning the delivery of a flexible and evolving space that directly links to a long-term economic and cultural vision for the city centre. This embraces many of the aspects of the best temporary use projects. Its vision and ambition are neither short-term nor intended to be short-lived. They are embarking on a journey to transform the city centre, recognising that the many stages to this will involve harnessing intermediate projects resulting in longer-term investment and delivery of further infrastructure.

In particular, the proposed transformation of the former food hall into a creative industries focused shared workspace and innovation hub, is planned as a catalyst that will in time generate the demand for a larger-scale facilities supporting growing businesses in the city centre. The project has clear economic objectives and is intended to have measurable impacts in terms of ultimately resulting in new businesses and jobs being created in the city centre.

We believe that there will be benefits to other local authorities within the Combined Authority from Wakefield’s proposals, demonstrating how flexible uses with the potential to evolve can stimulate long-term, ambitious change in a town centre. There is a common challenge for smaller towns and cities to explore how (what are currently perceived to be) market failure locations can attract new visitors and high quality jobs, challenging the existing retail-dominated uses and introducing new functions to regenerate and reverse a declining urban centre.

... challenging the existing retail-dominated uses and introducing new functions to regenerate a declining urban centre



Founded in 2002, Nucleo in Ghent was an artist-led response to a lack of studio space. Upon securing an empty building to set up their own studio the three founding artists invited 15 other artists to join them and formed a foundation. The group brings vacant properties back into use as safe, fit-for-purpose creative hubs that support artists' professional practice and particularly target recent graduates and those in need of affordable workspace.

Nucleo currently operates nine properties across Ghent including convents, infirmaries, offices, schools and housing. These properties currently house 128 artists in studios and 5 in residential accommodation. Over the course of the project they have managed 40 properties and accommodated more than 400 artists.

Nucleo is supported by local authority funding which is used to support the refurbishment of properties and fit them with facilities appropriate to artistic use, whilst the rents and utilities are funded from artist studio rents.

Nucleo works with the Council and its development company on properties of strategic interest. It also works with developers, religious organisations and schools to activate properties that are temporarily vacant as affordable workspace.

Nucleo's partnership with Ghent City Council has been key to its success. The council has brought resources and intelligence to the work of the artist group. This has unlocked their ambition, know-how and networks to make sustainable projects that enhance neighbourhoods and benefit city planners, developers and artists.

8. Recommendations

The resulting actions, projects and initiatives that can be developed across West Yorkshire Combined Authority need to emphasise the importance of innovation if we are to attract new energy, talent and uses to failing locations. This issue, already tangible in many smaller town centres and high streets, now has an immediate urgency we emerge from lock-down into a post-COVID-19 recession.

The places at the heart of our town centres and neighbourhoods are totemic. They reflect the essentially social nature of our lives and our desire to gather together, share experiences and weave connections with our communities. We can anticipate that business closures will upend some of the places we have seen as the cornerstones of our town centres. Accelerating new types of uses of vacant properties will be key to rebuilding confidence, footfall and the economy.

Temporary use is not merely a series of patched solutions to market failure and to structural industrial change (online retail). It has potential to be a much more ambitious and visionary exercise in re-engaging our communities with town centres. To manage the painful transition to a less socially distanced public life, new responses to the blank canvases appearing on our high streets will be required. We will need to be brave and imaginative about how we envisage and plan for this and, vitally, we need to increase the capacity of authorities so that they can be fleet of foot in responding to impact of economic shock on our town centres. This report is a starting point for that journey.

The following recommendations are focused on assisting local authorities to take decisions about the potential benefits or disadvantages of undertaking temporary use projects, how they can be delivered and whether there is scope for aggregated benefits across the Combined Authority members. They offer prompts for approaching ways temporary uses can be deployed to both overcome market failure and to integrate these uses into long-term plans for their urban centres.

A: What needs considering before implementing temporary use?

i. Be clear about the specific outcomes your local authority wants to achieve

Evaluate whether the issues you are trying to address are systemic market failure issues (e.g. declining physical retail) or are a result of temporary factors (economic / COVID-19) which are likely to be more an interruption than any long lasting change (e.g. enhanced spatial capacity for safely distanced food and beverage consumption).

Potential objectives	Potential benefits
Is your project trying to kickstart physical regeneration of a specific retail area?	<ul style="list-style-type: none"> – Attract new private sector investment – Generate new start-up businesses
Is your project designed to animate a parade of vacant retail units?	<ul style="list-style-type: none"> – Achieve local business growth – Encourage community participation – Create opportunities for urban experimentation
Do you want to provide affordable workspace to support makers and artists?	<ul style="list-style-type: none"> – Stimulate new activity in empty units and new market interest in the location – Generate new creative projects
Do you want to provide a safe space for community engagement in your urban centre or place?	<ul style="list-style-type: none"> – Enable accessible and visible local resource for voluntary sector and community organisations to encourage civic participation and engagement – Create opportunities for young people to use their urban centre
Do you want to find long-term functions that diversify and refresh the offer of your urban centre?	<ul style="list-style-type: none"> – Stimulate retail diversification – Take a long-term approach to generating physically located enterprise and innovation – Create unique or at least differentiated businesses and services specific to your urban centre

A single project could do all these things but crystallising the top priorities will ensure that your project stands the best chance of success and that all the partners are aligned with a common understanding of the intended outcomes.

ii. What questions are you asking about your urban centres and places?

In some cases, the most successful temporary projects are those that ask questions rather than attempting to provide solutions. To what extent is your project exploring or asking questions? Or does it assume a solution? Can you set up ways of evaluating the answers to create a solid evidence base that will assist you to make the case within the authority and to external funders? How can you share the outcomes of experiments so that new solutions can be explored rather than assumed?

In the previous 2010 recession, the founding of **Birds Yard** asked a question: were makers, vintage stall holders and other small independent retailers prepared to share resources and pay a sustainable rent to share a single unit on or close to a major retail high street? Following a test project in Leeds, the opportunity came to relocate to Sheffield's Chapel Walk. Michelle Walton now provides a physical and online retail presence created for and by makers, a concept completely new to Sheffield that was developed on the back of Mary Portas's

campaign to revive UK High Streets. The business has thrived in that time, acting as a springboard for other independent retailers including **Moonko**, who have now grown in to their own shop in Sheffield city centre.



By posing a key challenge and experimenting (with initial funding support that enabled her to test out the concept), the result is an established store that is paying a commercial rent, has a strong supply chain of over 70 other small businesses and is spinning out other independent businesses into the local economy.

iii. Define how/if the temporary nature of what is being proposed fits in to your longer-term plan for the wider area

Does the use complement wider plans for the neighbourhood, town centre, or high street? Is it designed to support exiting businesses and traders or is it intended to change reputations and build a new market or cluster in that location, for example by focusing more on local and independent businesses? Does it sit within your wider town centre strategy and growth plans? If temporary use is not to be merely a patched solution to a systemic problem, it may need to be part of a more ambitious and visionary exercise in area-based regeneration. Is the ideal outcome, a long-term repositioning which results in non-temporary, more permanent occupation and activity? Does the project involve testing ideas that can inform longer term?

iv. Collaborate with other stakeholders who want to achieve the same outcome.

Have you or colleagues / stakeholders explored whether other organisations have the same agenda and have you exhausted options for them to take the lead? Do other stakeholders have sufficient resources and infrastructure to facilitate such a project? To what degree have you discussed the potential with asset owners, local businesses, community? If not, how do you plan to do this? There may be a need for pump-priming and access to increased capacity as well as resources to lead initiatives in your town/city.

B: How should temporary use projects be delivered?

v. Be realistic about the project delivery and management requirements

Do you have the capacity and resource to deliver the project in house with your own team? Will you focus capacity on bidding for internal and external resources and then to appoint some or all the team necessary to deliver a successful project?

vi. Harness existing community, cultural, social or independent business and organisations as potential routes for delivery

Are there local organisations with the motivation and capacity to take on temporary use projects? Have you considered how they could contribute to project delivery? Sometimes there is a lot of interest and demand to get involved but coordinating and managing this is the key challenge. Alternatively, where there appears to be little interest and few local organisations able to contribute, how will you stimulate engagement or find ways to attract new participants?

vii. Recognise the challenges to small organisations and the extent of risk and sweat equity that may be required for relatively uncertain or short-term periods

The risk involved for small organisations can be considerable, involving many weeks of work as part of the 'benefit' of obtaining cheap space to use for a project. Do the organisations you are working with understand the extent of the commitment and the associated risks? How can you help them to manage and reduce those risks?

viii. Make use of existing resources

Make use of templates for legal agreements or adapt them to establish new ones that facilitate access to enable participation and activity. What other resources can you use that have already been created? Share knowledge with and use your network of colleagues across West Yorkshire.

ix. Encourage diversification

The exploration of diversifying functions in town centres will be part of a journey for building a new critical mass of multiple layers of activity and audience in town and urban centres. These multiple layers may, depending on the specific qualities and communities of each place, have a very different focus, differentiated by the people and businesses of those communities. For example, rather than purely retail, one small urban centre might have a central focus on culture and the visual arts at its core, with small galleries, studio workshops, participation learning environments, individual workspaces and live-work units (as well as other typologies of residential accommodation) with specialist local retail supporting these new key functions. In another town, the focus may be more on local services, health care and well-being supported by specialist retail but providing a clear set of services to defined local communities.

x. Consider using specialist organisations

Specialist organisations can help authorities accelerate temporary use, bringing capacity, resources and motivation to bear on mobilising projects on identified properties. Where capacity in the local authority may be limited, consider using specialist organisations to assist making connections between asset owners and end users. Look at other projects both regionally and across the UK and evaluate the type of specialist organisation you may require, putting together an informal brief to establish if there are sufficient service providers able to deliver.

C. How can we aggregate resources to maximise benefit and impact?

xi. Promote the opportunities for temporary use

Develop an accessible, public-facing database of locations and opportunities for temporary use projects across the West Yorkshire Combined Authority area. Can this be developed as an app to which new sites can be added and removed quickly and easily? Can promoters and residents use this open data to explore and identify opportunities, share via social media and stimulate interest group networks?

xii. Stimulate networks to share knowledge and skills

Develop and coordinate a light-touch regional network of local authority officers actively interested in or involved in Temporary Use projects. Can you find easy ways to share progress on projects, to share successes as well as the challenges that need to be overcome? Could the group record and develop best practice? Can officers aggregate know-how to explore ways to

tackle specific challenging specific locations or recommend practices/organisations that have a track record of working in this specialist area?

xiii. Consider developing a more ambitious approach to temporary and long-term activation projects across West Yorkshire

The sudden economic shock precipitated by COVID-19 will generate new levels of vacancy and property voids. This will affect some local authorities more than others, both in the short and long-term. Following almost a decade of severe cuts in local authority funding, there is little capacity to address these issues. Is there a need for a more strategic, aggregated approach whereby a West Yorkshire wide team is tasked to activate specific problem sites in multiple locations, developing a clear pipeline of opportunities identified by local authorities? This team might champion temporary use and support authorities, addressing the capacity and know-how barriers identified by officers at the workshops. The team would work closely with local authority officers to accelerate responses to the post-COVID-19 economy, identifying new ways to access resources, generate revenue and diversify functions in our urban centres.

xiv. Securing new funding to act as a catalyst for investment in new approaches

West Yorkshire Combined Authority should consider making a second stage bid to One Public Estate to encourage acceleration of initiatives across town centres (particularly those smaller ones most likely to be badly affected by COVID-19 and the ensuing recession). This will actively support a pipeline of potential projects; undertake applied feasibility studies on real examples; access and distribute pump-priming resources to encourage private sector investment and invest in sharing know-how and expertise to convert this into tangible projects and initiatives across the city region.

xv. Anticipate requirements for business support

Consider what are the appropriate ways to deliver extra post-COVID 19 business support and know-how that will be required by arts and cultural businesses wishing to expand into urban centres in terms of specific business support and advice and the sorts of programmes likely to be successful in both small and larger urban centres. As noted in this report, there has been an acceleration in the rate of arts-related start-ups in the most recent year whilst professional services start-up growth has slowed. Business support for arts-related start-ups can contribute to filling some of the gaps in our town centres.

xvi. Establish pilots for repurposing larger spaces

Explore interim uses for safe distanced food and beverage retail by existing businesses so that they are able to operate in public realm and urban centres in the near future. Also consider

options for stimulating the market for ready-made modular systems or custom-built DIY structures that can be adapted for large empty stores or open plan office buildings. Perhaps consider a ‘rapid-repurposing’ live demonstration project to illustrate viability and impact in a West Yorkshire urban centre.

xvii. Upwards advocacy

Make the case for attracting central government resources for local authorities to attract pump-priming investment to deliver revised local plans. This should enable local authorities to undertake exemplar projects in their areas, stimulating private sector and other public sector stakeholders to play a role to diversify and develop proven innovative approaches in town centres and places across West Yorkshire Combined Authority. Any co-ordinating team (as recommended in xiii) that helps facilitate local initiatives, shares good practice, oversees specialist consultant support (to maximise aggregated benefits whilst avoiding duplication and competition) and drives the programme to deliver clear outcomes and impact within an agreed project delivery timescale.

xviii. New perspectives and new vocabulary

As Ali Madanipour concludes in his book, *Cities in Time*, temporary space needs to be understood as a stepping-stone rather than a stopgap until an imagined return to what was once the status quo. As we start to rebuild our economy and the places at the heart of our communities, we will need to build bridges towards new and different long-term uses of buildings and land. What have been thought of as temporary uses can perhaps be better described as transitional uses in these changed circumstances.

It is our job to facilitate and drive this transition.

Appendices

- I. Key literature and bibliography
- II. Sample leases
- III. Modular construction
- IV. Additional resources

Appendix I: Key Literature and Bibliography

A. Key Literature

Document / Publisher	Relevance to temporary use
Portas Review, UK Government, 2011	Recommends (not implemented) formation of Town Teams to drive vision and operational management of town centres; review changes to business rates; public register of high street landlords; support imaginative use of empty properties and a new “Community Right to Try” (and other suggestions relating to empty properties).
Beyond Retail Distressed Town Centre, Property Taskforce, 2013	Recommends (not implemented) a rebasing of occupier costs (rent and business rates), more town centre first planning policies, recommendations to UK Government to empower local authorities to take a stronger lead to determine new uses and functions.
Beyond the High Street, Centre for Cities, 2013	Recommends focusing more broadly on ability of city and town centres to attract non-retail jobs and businesses (i.e. weekend footfall – not just weekend leisure-based footfall) and to try to avoid decentralisation. Identifies ‘meanwhile uses’ as an opportunity to generate economic benefits. Suggests less focus on just the high street and more focus on the economy and sustainability of town and city centres.
Town Centre Toolkit, Scottish Government, 2015	High quality and useful resource for town centre regeneration and diversification including many references and suggestions in relation to ‘stalled’ or meanwhile spaces; as well as the use of multiple case studies relevant to small towns (rather than major cities). Illustrates the aggregated benefits of sharing expertise nationally to stimulate high quality local actions.
Retail Reimagined: The Digitally Remastered High Street, IMRG, 2016	Myopic analysis which barely considers anything other than retail performance. Useful to understand how far the sector was from recognising that town centres are not simply in a doomed head-to-head with online retail.
Building Blocks: The role of commercial space in Local Industrial Strategies, Centre for Cities, 2018	Important perspective focusing on the relationship of non-retail commercial sectors in town and city centres. Highlights towns and cities not intervening to reduce amount of retail space; recommends reforms to business rates to stimulate small non-retail businesses to locate to town and city centres.

Grimsey Review (2), The Grimsey Review Team, 2018	Accessible and perceptive, an alternative review of lack of progress and political will to adapt town centres and high streets. Has clear recommendations such as the need for all towns to develop plans focused on transforming centres into community hubs, strong leadership and curating of place. Recommends provision of an independent source of advice to improve sharing of best practice.
Revitalising Town Centres – A Handbook for Council Leadership, LGA, 2018	A useful summary specifically targeted at UK local government Members and Officers but perhaps a little dry and tending to reflect larger high-profile locations than the Scottish Toolkit. A very useful reminder of the strategic importance of town centres.
High Streets and Town Centres in 2030 House of Commons Report, UK Parliament, 2019	Recommends enhancing Future High Streets Fund; suspending permitted development rights; encouraging town centre planning and facilitating Local Plans to create visionary plans for town centres and high streets. “We are convinced that high streets and town centres will survive and thrive in 2030 if they adapt, becoming activity-based community gathering places where retail is a smaller part of a wider range of uses and activities. Green space, leisure, arts and culture and health and social care services must combine with housing to create a space that is “the intersection of human life and activity” based primarily on social interactions rather than financial transactions. Individual areas will need to identify the mix that best suits their specific characteristics, local strengths, culture and heritage. Fundamentally, community must be at the heart of all high streets and town centres in 2030” ⁶ . A wide ranging and useful report with lots of mini-case studies and good practice across the UK.
Cultural Cities Enquiry: Enriching UK Cities through smart investment in culture, Burns Owen Partnership, 2019	A practical advocacy document with policy recommendations for enhancing investment in culture across UK cities and towns, identifying practical ways that increased investment could occur and how this could deliver tangible beneficial impacts on UK towns and cities.

B. Bibliography

Reference material that has been used in research for this report is noted below, along with weblinks where these are available.

⁶ High Streets and Town Centres in 2030 House of Commons Report p 21 13/02/2019

Portas Review 2011 UK Government

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/6292/2081646.pdf

Beyond Retail Distressed Town Centre Property Taskforce 2013

<https://thegreatbritishhighstreet.co.uk/pdf/Beyond-Retail.pdf>

Beyond the High Street 2013 Centre for Cities <https://www.centreforcities.org/wp-content/uploads/2014/08/13-09-10-Beyond-the-High-Street-Why-our-city-centres-really-matter.pdf>

Temporary Structures in Historic Places Historic England 2015

<https://historicengland.org.uk/images-books/publications/guidance-on-temporary-structures-for-events/temporary-structures-historic-places/>

Retail Reimagined: The Digitally Remastered High street IMRG 2016

<https://www.drapersonline.com/download?ac=3026354>

High Streets and Town Centres in 2030 House of Commons Report

<https://publications.parliament.uk/pa/cm201719/cmselect/cmcomloc/1010/1010.pdf>

Building Blocks: The role of commercial space in Local Industrial Strategies Centre for Cities 2018 <file:///C:/Users/TobyHyam/Downloads/Building%20blocks%20-%20the%20role%20of%20commercial%20space%20in%20Local%20Industrial%20Strategies.pdf>

Cities in Time: Temporary Urbanism and the Future of The City Madanipour A London 2017

Pop Down: How can local authorities facilitate meanwhile use for long-term community benefit? https://www.publicpractice.org.uk/uploads/PN008_Pop-Down.pdf

Refill: A journey through temporary use, Refill Network, Ghent, Belgium, 2018

A hidden economy: a critical review of Meanwhile Use, Ball S and Essex R 2013

Grimsey Review 2018 <http://www.vanishinghighstreet.com/wp-content/uploads/2018/07/GrimseyReview2.pdf>

Cultural Cities Enquiry 2019 Enriching UK Cities through smart investment in culture <https://www.culturehive.co.uk/wp-content/uploads/2019/06/Cultural-Cities-Enquiry-web.pdf>

World Cultural Cities Report 2019

http://www.worldcitiescultureforum.com/assets/others/181108_WCCR_2018_Low_Res.pdf

The Role and Function of Temporary Use in Urban Regeneration: The Case of England's Core Cities, Michael Martin (PhD thesis), 2017
[https://www.research.manchester.ac.uk/portal/en/theses/the-role-and-function-of-temporary-use-in-urban-regeneration-the-case-of-englandas-core-cities\(54e82a3f-cb70-4c8c-aa3f-92b770c66173\).html](https://www.research.manchester.ac.uk/portal/en/theses/the-role-and-function-of-temporary-use-in-urban-regeneration-the-case-of-englandas-core-cities(54e82a3f-cb70-4c8c-aa3f-92b770c66173).html)

Appendix II: Letting Agreements

During workshop consultation, several officers commented that standard letting agreements would be a useful tool to support meanwhile use.

MHCLG has arranged for specimen leases to be prepared for a variety of scenarios. The purpose of these specimen leases is to provide an industry standard legal instrument to minimise administrative and legal costs for both landlords and tenants and to allow temporary occupation of empty town centre retail premises by non-commercial occupiers to take place as soon as possible.

There are three types of specimen lease, each of which can be found (along with accompanying guidance notes) via the following links:

- [intermediary meanwhile use lease](#) (for lettings by a landlord to an intermediary, e.g. a local authority or voluntary body)
- [meanwhile use lease](#) (for direct lettings by a landlord to a temporary occupier)
- [meanwhile use sublease](#) (for direct lettings by a landlord to a temporary occupier)

Drafted by lawyers Denton Wilde Sapte, these may be used freely. However, if you plan to use one of them, you will need to satisfy yourself that it is suitable for the letting in question, with any necessary adaptations, taking legal advice as appropriate. While best endeavours have been used to ensure that the leases will be suitable for most temporary lettings, we cannot take any responsibility for use of the leases.

Appendix III: Modular Construction

1. Introduction

This appendix has been developed by East Street Arts to provide an additional resource to authorities that provides an overview of modular construction and captures some of the organisation's practical experience of visiting exemplar projects across the UK and Europe.

1. Background to modular construction

An easy definition connected to the construction industry for Modular Construction is: a form of building that takes place off-site where the components of a building are constructed in a factory and then transported to the site for assembly.

Modular Construction is a form of flat pack for buildings or part of buildings. Typically, modular constructions are panels made from a range of materials and finishes.

With our thoughts now geared towards climate change issues, modular construction has several benefits in terms of waste. According to the UK group WRAP, up to a 90% reduction in materials can be achieved through the use of modular construction. Materials include wood pallets, shrink wrap, cardboard, plasterboard, timber, concrete, bricks, and cement. The modules can offer a more airtight and well-sealed building allowing for less energy use.

As well as improved thermal insulation, modular construction offers cost efficiencies. Work on construction takes place in a controlled environment, is not affected by the weather and can be carried out through a 24/7 operation.

A more recent form of modular construction could also be viewed as using ready-made containers to build or expand indoor and outdoor spaces. A good example of this in the building industry is the Holiday Inn express in Trafford City by Chapman Taylor or the new Hampton hotel in Bristol being built and finished internally by CIMC Developments (China International Marine Containers Group Ltd).

The entire process of modular construction places significance on the design stage. The design needs to be of quality with an understanding that there needs to be measured allowance so that during assembly there is enough tolerance to take up slack. Increasingly computer-aided design (CAD) reduces mistakes and enables the creation, modification and analysis of a design.

Modular design covers a wide range of products including but not exclusive to the construction industry as long as it complies with the theory of a system that subdivides into smaller parts (modules).

The popularity of this system is based on the function of scalable and reusable modules. The design complexity of a modular system requires experts in design and product development.



Hamptons Hotel Bristol <https://stridetreglown.com/projects/hampton-hilton-bristol-airport/>

2. Open spaces and modular pods

Whilst coworking has boomed in recent years, spaces are typically geared at clean office uses and are offered at a premium price. Artists, freelancers, community groups and charities that couldn't make coworking spaces work for them (for a range of reasons including costs, availability, access, and permitted uses) turned to an alternative - making use of meanwhile spaces.

Meanwhile Spaces or 'pop ups' are spaces and buildings that are empty and have been taken over temporarily for a range of uses by community groups, small businesses and individuals with ideas. They move into the vacant spaces on the understanding that they will leave after an allocated time or when a commercial user is interested in the space.

We are at a time where we are seeing more empty shops on the high street, businesses going bust, and shopping centres struggling to compete with on-line shopping, making more space available for meanwhile use.

The Centre for London (<https://www.centreforlondon.org/>) found that an estimated 24,400 commercial properties in London are currently empty, with around half having been unused for more than two years. The total available vacant space, 6.5 sm is equivalent to 27 times the footprint of Westfield London, Europe's largest shopping centre

The spaces are re-used for a range of activities: workshops, galleries, small start-up business spaces, studios and workshops, community events, and social spaces.

The majority of the spaces are used as found. They are cleaned, repaired and made aesthetically welcoming. Creating a mix of original fabrication indicating a past use and new facilities and furniture of a contemporary nature.

3. Examples of container options, standard & bespoke, internal & external

As meanwhile spaces and their users have become more sophisticated and at times been able to take on longer-term occupancy, the spaces have benefitted from creative approaches to dividing large or difficult spaces.

An increasingly popular development, and we have noted a more corporate version above, is the use of shipping containers or similar kinds of prefab units.

Shipping containers and ready-made sheds can offer a cheaper and immediate way of creating working pods. There are hundreds of examples internationally of how containers have been used in the construction industry with some companies being set up explicitly as container building developers.

Some notable examples of how containers and bespoke modular pods have been used in meanwhile, unusable spaces and temporary leased buildings are described below.

Under Broen in Copenhagen (Under Broen means under the bridge) is a pioneering prototype and prefabrication facility where traditional craftsmanship is combined with modern digital production technologies. It describes itself as a laboratory for local and urban production. Underbroen.com

Based under one of the main bridges that spans Copenhagen's city centre road they squeeze a very organised and well-equipped lab into a space that would have very few other uses. It

feels un-accessible until you get to know it as it is tucked away and invisible. The problem they solved with the use of a shipping container was their need to host a CNC machine which wouldn't fit in their main space. Creatively positioning outside of their entrance, they created a workshop space and a private and secure outside space which they didn't have previously.

ZWAP in Bilbao spins out of an organisation created in 2008 to address the meanwhile state that was created while the urban development plan for the neighbourhoods of Ribera de Deusto and Zorrotzaurre in Bilbao was awaiting completion. ZAWP is made up of many people working in the social, economic, and cultural revitalisation of the neighbourhood through creation, intervention, and enhancement of the history of place. Zawp.org/en/

The space we visited was a mix of historic industrial buildings, Portakabins, and sheds that created a large rambling space that now accommodates theatres, workshops, gallery, live/work residency spaces and office/meeting spaces. Taking over an expanse of land on the southern part of the island it bridges past use with future use of the area being developed. They have evolved a flexible way of working with the authorities where the organisation moves into the next available building / space, supporting the redevelopment in a symbiotic relationship.

Grand Union, a gallery and artists' studios complex in Digbeth, Birmingham, provides another example. Grand-union.org.uk/studios.

In their original building at Minerva Works (designed and built by Queens and Crawford) and part of their new permanent development at Junction Works, Grand Union studios are architecturally designed pods that sit within a larger industrial building. The pods are bespoke to the space and their function and are more expensive than using ready-made containers. The studios can be heated and are private working spaces but are positioned within the space, enabling artists to access shared community and storage space wrapped around the studios. Once in place, the pods are static presenting a uniform and regular series of spaces.

4. Examples of meanwhile use that harness a DIY/self-build structure

DIY (Do It Yourself) is core to the development of spaces for artists and community-based use of meanwhile spaces. This is often through necessity to ensure costs are kept to a minimum but provides groups that take over spaces an opportunity to stamp their personality on the space. However, in many cases, small groups will be supported by an architect with some input from professionals to help with any legal planning / change of use / building regulations that is needed even if the structure is temporary.

019 in Ghent is a good example of a group of activists and creatives that included the two brothers who worked together – one an architect and one an artist. 019 is an artist collective running an exhibition, performance and workspace in a former welding factory on the edge of one of the canals in Ghent. 019-ghent.org

When 019 took over the building it was empty, dirty and very basic. They developed a laboratory ‘that swings us into unknown directions, constantly sharpening our sense of improvisation and reinvention.’ From the inside out (starting with a wooden construction in its interior and up to the billboard and flagpoles built on the outside) they gradually developed the place ‘into an assembly of undergrounds for public and artistic encounter.’

Their space has become the site of a moving practice and when we visited, we were toured around a complex mix of built spaces on different levels. Plans for the next manifestation were already afoot. 019 are resourceful and make use of materials again and again as a way of recycling and reducing waste but also of keeping costs down.

Another example has been the development of a studio complex in Margate by Resort with the help of an architect that is involved in the group. Resort is a collective of creative professionals located in Margate that started in 2013 with a vision to create a space that encourages experimentation and collaboration in an inspiring and professional environment. Resortstudios.co.uk

As we entered a large post-industrial building, the wow factor was their approach to building studios. Rather than regular pods situated within a large building they build individualised sheds. Their approach was familiar – offering the artists a space that was contained so could be heated, reduce noise and offer a private workspace. However, they made each space out of materials they recycled and thereby created a quirky individual aesthetic. Situated within a large space the artists also had access to communal areas and facilities such as a dark room and print-making facilities. The builds were affordable but appear to be transferable into any large open space and because of the ability to reuse and remake spaces elsewhere.

NAC Foundation (New Ateliers Charlois) is an independent non-profit organisation established in 2004 and manages studios for young artists and cultural producers. Kamiel Verschuren, the chair of the foundation, is an entrepreneur in harnessing meanwhile and unused spaces for creative use including housing stock, empty spaces and the public realm. Sticthing-nac.nl

The project that is of most interest for self-build is a new venue on the docks in South Rotterdam called the Pavilion. Tucked behind the large now unused city incinerator (which someone is currently turning into a fair ground) The Pavilion is based in the old offices. On a temporary lease and part of the industrial landscape of working docks The Pavilion has been

designed for two functions. By having moveable walls within the interior of the space and flat-packed furniture the space operates a winter/summer function.

In the summer it becomes a pop-up restaurant that also spreads out into an open space, and in winter it becomes a well-equipped two-bedroom residency space. The pop-up restaurant is an income generator which contributes to the funding for the residency programme that invites artists from around the world to take time out to develop new ideas.

5. Examples of meanwhile use that involve prefabricated structures either bespoke or adapted for meanwhile use

The pop-up concept has been adapted and used by corporate approaches to utilising space especially in terms of making more sense of large co-working spaces highlighted in the introduction.

During the period East Street Arts temporary occupation of the ground floor of property developers, Kinrise, building at 34 Boar lane we were offered the use of several pods designed by architects Studio Bark. Studio Bark is an award-winning architecture practice creating inspiring and ambitious buildings that aims to create outstanding environmentally-driven bespoke and unconventional buildings. [Studiobark.co.uk](http://studiobark.co.uk)



Studio Bark: 34 Boar Lane Leeds - <https://studiobark.co.uk/projects/34-boar-lane/>

A lot of the buildings or spaces that Studio Bark focus on are pod or shed-like with enhancements. The pods in Boar Lane were solid modular-based constructions that could fit four people in as a workspace or perhaps one or two more for meetings. The pods were put together through pre-made panels and all looked and felt the same. The materials did allow you to personalise them and one pod during an art opening became a spontaneous space for graffiti. The pods are now used as part of the new development at 34 Boar Lane which is a co-working space and they do add additional privacy and a certain aesthetic.

A less corporate but commercial enterprise which is a good example of making use of prefabricated structures is the Treck Hostel in Ghent. Trek Hostel is an indoor camping hostel that enables camping all year round. Treckhostel.be

Within a large open mill space Trek have situated about 10 caravans of multiple sizes within their own 'garden' space. The caravans have been painted and have been given personalities bringing traditional structures back to life. At competitive prices for the night the set up makes sense in terms of managing a large space that would otherwise be a costly conversion and re-using the caravans that had perhaps come to the end of their lives on the road. A community space attached offers toilets, showers, lounge and breakfast space.

6. Examples of meanwhile takeovers that have required little or no adaptation

A majority of the meanwhile uses especially for events or social gatherings are of light touch in terms of how the spaces are adapted. Once cleaned and repaired there is often little more than branding and furniture that offers an insight into the use of the space.

An interesting arts centre organisation based in Amsterdam, Mediamatic, have a history of working in empty spaces. From previous visits and involvement in their art projects we have visited a large department store in the centre of Amsterdam that wasn't adapted other than through introduction of a makeshift bar for exhibition openings. Mediamatic.net

Their name in part came from the fact that they developed a commercial side to their work through the use of media. Once they sold this side of the operation and changed their focus to nature, they moved to a temporary space that gave them access to more green space. In the Myco Design Lab they explore possibilities of designing with living organisms and are currently making insulation from mycelium (root system of mushrooms) using the waste from their brewery. Their space has all the traces of its former occupation as a canal-side restaurant.

Art in unusual spaces in Leeds was a project led by artist Yvonne Carmichael and started in 2009. As a project it is a good example of how a series of empty spaces in Leeds shopping centres were used through a curatorial programme to open up opportunities for artists and audiences to engage in contemporary art. Over a period of several years the programme took over a range of shops and units of varying sizes and in varying states. The very distinctive branding that took inspiration from hazard tape made it clear for visitors that you were in a space curated by art in unusual spaces. It was very light touch but effective in offering some cohesion to the nomadic and ever-changing events.

The units were cleaned, utilities put in place and security checked so all the spaces were accessible. The minimal amount of work carried out on how the work was to be displayed made it possible for the programme to exist with minimum financial support and offered a creative way of displaying artwork.

Appendix IV: Additional resources

Below are links to or contact details for resources that may be useful to local authorities in delivering temporary use projects. This could be used as the basis for an ongoing updated list of resources shared between local authorities.

1. Stalled Spaces Toolkit

Developed by Architecture & Design Scotland, this downloadable toolkit provides guidance for people trying to establish meanwhile use projects from where to seek further funding for your project, identifying ownership of a site, through to encouraging and managing volunteers.

<https://s3-eu-west-1.amazonaws.com/stpfiles/resources/Stalled+Spaces+Toolkit.pdf>

2. TestTown Portal and Manual

Scotland's Towns Partnership has made available

The Carnegie UK Trust report with insights from the organisation's TestTown project, undertaken over four years. TestTown was a platform for towns and educational organisations to make available their vacant spaces and provided training and support to allow young businesses to test out their ideas in temporary pop-up shops in prime town centre locations.

<http://www.testtown.org.uk/order-your-manual/>

3. Modular construction suppliers

Numerous suppliers are available for off-the-shelf customisable structures. This system, U-Build, has been developed by Studio Bark and is referenced in Appendix III, Modular Construction. It has been featured on Grand Designs.

<https://u-build.org/>

4. Organisations delivering meanwhile use space for artists

East Street Arts has formed a consortium with other providers of meanwhile artist workspace and will be producing a guide to all of the provision of active organisations in the north of England in autumn 2020. The organisations harness a wide range of meanwhile spaces, positioning their use within artistic and social practice for the benefit of artists, creative communities and the public at large.

For a copy contact: liz.ainge@esaweb.org.uk

5. Crowdfunding Guide

Nesta has produced a toolkit for organisations seeking to raise investment through crowdfunding.

<https://www.nesta.org.uk/blog/crowdfunding-toolkit-community-investment/>

6. General fundraising resources for third sector meanwhile providers

Power to Change provides links to a number of fundraising resources at the following link.

<https://www.powertochange.org.uk/other-funders/>

FunderFinder also provides a free overview of funding opportunities and links to resources for those engaged in planning a fundraising campaign.

https://www.funderfinder.org.uk/advice_pack.php/resources.php