

No Vacancy!

EXPLORING TEMPORARY USE OF EMPTY SPACES IN THE CENTRAL EASTSIDE INDUSTRIAL DISTRICT



FINAL REPORT – JUNE 8, 2009

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CLIENT: CENTRAL EASTSIDE INDUSTRIAL COUNCIL—PORTLAND, OREGON

No Vacancy! is a project of LocusLab, a group of Portland State University graduate students in urban and regional planning. LocusLab worked with the Central Eastside Industrial Council to investigate the potential to enliven the District by activating vacant spaces with temporary activities and developments.



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Grand Ave. Florist
galleryHOMELAND
BEAM Development
The Historic Ford Building
Grand Central Bowling Alley
Portland Roasting Company

SINCERELY...

In gratitude for all of the help and inspiration that made the *No Vacancy!* project possible,

Becky Dann, Briana Meier,
Emily Rice, & Beth Somerfield

The *No Vacancy!* project is a result of a partnership between LocusLab and the Central Eastside Industrial Council (CEIC). From January to June of 2009, LocusLab, a team of Portland State University urban and regional planning graduate students, worked with the CEIC to investigate the potential to enliven the Central Eastside Industrial District (CEID or District) by activating vacant spaces with temporary activities and developments.

We looked into the potential interim projects have in helping the CEIC achieve its goal of promoting the CEID as host to an eclectic mix of both new and old industrial and creative businesses. This report documents the process we undertook to uncover the benefits and barriers to temporary use of vacant space.

We began the project with four objectives:

1. Assess the potential supply of and demand for temporary spaces in the CEID
2. Identify and analyze any barriers to temporary use
3. Recommend actions the CEIC could take to enable activation of vacant spaces
4. Initiate a conversation about the potential for temporary use of empty spaces between District property owners, potential space users, neighbors, and supporting organizations

Several questions emerged as focal points of our inquiry:

- Why is temporary use important?
- How can temporary projects benefit the spaces and neighborhoods they occupy?
- How do temporary projects come to fruition?
- What barriers prevent the occurrence of temporary uses, and how are they overcome?
- What can the CEIC do to take advantage of potential benefits of temporary projects in the District?

Through a precedent study, interviews, conversations, focus groups, and regulatory and land use analysis, we were able to answer many of these questions as they apply to the District. Through this process, we also discovered that many of our findings are applicable beyond the scope our study area (see Closing Remarks).

We found that temporary projects emerge from relationships and networks. The strength of organizations that support temporary projects and the relevance of regulations can be critical to the feasibility of many projects. We also found that people in the CEID are open to—and would benefit from—a variety of types of temporary projects.

This report lays the groundwork for action to emerge from the conversation initiated by the *No Vacancy!* project. In addition, this report's sister document, *No Vacancy! A Guide to Creating Temporary Projects in the Central Eastside Industrial District*, provides a practical toolbox for property owners and potential temporary space users to take advantage of opportunities already available in the District.

So...peruse this report, break out the guide, get out there, and activate!

EXECUTIVE SUMMARY

INTRODUCTION

The *No Vacancy!* project is a collaborative study between LocusLab and the Central Eastside Industrial Council (CEIC). It is an exploration of temporary use of vacant space and its applicability in the Central Eastside Industrial District (CEID or District). From January to June of 2009, LocusLab, a team of Portland State University urban and regional planning graduate students, investigated the potential to enliven the CEID by activating vacant spaces with temporary activities and developments. We explored how interim projects could help the CEIC achieve its goal of promoting the CEID as host to many diverse industrial and creative businesses. This report documents the process LocusLab undertook to uncover the benefits and barriers of temporary use and to reveal ways to overcome those challenges.

The *No Vacancy!* project began with four objectives:

1. Assess the potential supply of and demand for temporary spaces in the CEID.
2. Identify and analyze any barriers to temporary use.
3. Recommend actions the CEIC could take to enable activation of vacant spaces.
4. Initiate a conversation about the potential for temporary use of empty spaces between District property owners, potential space users, neighbors, and supporting organizations.

Through interviews and other research we found that temporary projects offer benefits to property owners, space users, and the community and are worth exploring because they:

Encourage innovation by serving as pilot sites for novel projects. **Reveal new possibilities for vacant spaces** by providing a means to activate and enliven dead or awkward spaces. **Make the best of the recession** by activating a business district with projects that stimulate the local economy. **Benefit property owners** by maintaining the impression of commercial viability, demonstrating active use of a space to potential permanent tenants, and attracting people to the site. Finally, temporary uses of vacant space **benefit artists, start-up businesses, and community groups** who want to test out a new idea or area before making a long-term commitment to a project or space.

OUR APPROACH

To understand how temporary projects could fit in with the existing climate in the CEID, we first **learned about the CEID** by talking with District stakeholders, attending CEIC and neighborhood association meetings, walking around, and reviewing plans and documents that govern and shape the District. We **researched how and where interim uses** are already happening, both in the CEID and elsewhere, through a precedent study on temporary use programs and projects, looking specifically at how they come to fruition. We **built a website** to initiate our public outreach, and **conducted**

interviews with District stakeholders and temporary space users. This helped us understand how both sides perceive interim uses, what their experiences have been with temporary projects, how receptive they would be to certain types of uses, and under what conditions property owners would allow temporary use of their property. We co-hosted **network-building events** to encourage interaction between users and property owners and build a foundation for a network of temporary use that would extend beyond the scope of the *No Vacancy!* project. We **played matchmaker** by connecting temporary projects with vacant spaces. Finally, we **reviewed what we found with our client, peers, and technical advisors** to produce the recommendations found in Chapter 4 of this report.

WHAT WE FOUND

Our research unveiled a wealth of opportunities, some creative tensions and mixed feelings, and a number of barriers described in brief below and in detail in Chapter 3 of this report.

TEST CASES

We played matchmaker with a number of test cases to probe the realities of implementing temporary projects in vacant spaces. We encountered some successes, which included demonstrating both supply of and demand for temporary space and uncovering a wide variety of potential projects. We also met with some setbacks, including financial issues, timing conflicts, and amenity mismatches between projects proposed and spaces available.

The *No Vacancy!* project is an exploration of temporary use of vacant space and its applicability in the Central Eastside Industrial District

We found that temporary projects offer benefits to property owners, space users, and the community

Our research unveiled a wealth of opportunities, some creative tensions and mixed feelings, and a number of barriers

OPPORTUNITIES

Temporary projects are already happening in the District! There are a number of existing CEID businesses that provide short-term access to work and event spaces and host a variety of temporary projects. In addition, potential space users are excited to locate their projects in the District because of the wealth of interesting stuff already taking place there.

Organizations are already supporting temporary use in Portland and around the world

Several types of vacant space in the CEID can support temporary projects.

We found a variety of vacant spaces in the District in which temporary projects could take place. These include land in a holding pattern awaiting the right conditions for redevelopment, portions of buildings that are unoccupied due to internal shifting by the primary occupant, vacant storefronts, and publicly-owned land such as the Burnside Bridgehead.

Few connections currently exist between users and owners because people who have temporary space and people who are looking for space are not aware of each other

Organizations are already supporting temporary use in Portland and around the world. There are many existing programs that support temporary projects. Local examples include the Regional Arts and Culture Council (RACC) and the Portland Institute of Contemporary Art (PICA). Internationally, there are several organizations that have already initiated temporary use programs that provided standardized information and education about temporary use.

Temporary use is a networking opportunity for the CEIC. Partnerships with existing organizations could provide critical support for a temporary use

program, while expanding the CEIC's network, which is one of the Council's stated goals.

CREATIVE TENSIONS AND MIXED FEELINGS

As one real estate professional in the District put it, **"The District needs to figure out what it wants to be."** While some see redevelopment as inevitable, others made it clear that they "do not want to see another Pearl District here." These statements reveal that there are multiple visions for the District, which creates challenges and opportunities for temporary projects. Furthermore, while some temporary uses are broadly accepted, others engender mixed feelings.

BARRIERS

Few connections currently exist between users and owners because people who have temporary space and people who are looking for space are not aware of each other. Some doubt that there is enough supply or demand for temporary use of vacant space to make a viable market. In addition, bringing people with space together with people who are looking for space takes time and effort.

Communication is challenging between users and owners. Effectively communicating time requirements and managing expectations is critical for both property owners and those looking for space. This is a challenge in the CEID because a support organization with the capacity to bridge communication gaps does not currently exist.

Public properties are subject to additional scrutiny. There are three large publicly-owned properties in the CEID that are currently vacant. The additional requirements placed on public bodies, such as the need to conduct public outreach and statutory restrictions on the use of public property, can create a barrier to interim use and a burden on staff work loads.

Traffic and parking are common concerns. Because the CEID is an active, 24-hour industrial area, conflicts occur between different types of users of the District. Some District stakeholders are concerned that temporary events or projects could create further conflicts between truck, auto, bike, and pedestrian users.

Red tape presents barriers, real and imagined, to temporary use. Permits, insurance, and other legal requirements are daunting to people who are not familiar with the regulations and protocols. In addition, certain regulations, including System Development Charges (SDCs), seem to penalize interim uses, and the federal tax code does not allow tax deductions for donating rental space to non-profit organizations.

Capacity for supporting temporary projects is limited. People starting projects for the first time may need professional development support in addition to space, and property owners rarely have the time to market their property for non-revenue generating uses. While supportive of the concept of temporary use of vacant space, the CEIC and other agencies have limited capacity to undertake new programs.

RECOMMENDATIONS

Temporary projects are possible in the CEID from a regulatory and public support standpoint, but the barriers discussed in this report make it difficult for temporary projects to emerge

Our research revealed that temporary projects are possible in the CEID from a regulatory and public support standpoint, but the barriers discussed in this report make it difficult for temporary projects to emerge. There are a number of ways in which the CEIC and other agencies and organizations around the City can work together to make it easier to activate vacant spaces with temporary projects. These recommendations, which are listed below and described in depth in Chapter 4 of this report, address both policy and programmatic changes. The CEIC can play a role in securing implementation of all these recommendations, but success will depend on partnerships with other agencies and organizations.

Recommendation 1

Improve Sources of Information and Education

Recommendation 2

Improve Connections between Potential Users and Property Owners

Recommendation 3

Encourage Interim Use of Publicly Owned Land that is Vacant, Anticipating Redevelopment, and/or Disused

Recommendation 4

Demonstrate the Benefit of Temporary Use of Vacant Spaces in the CEID

Recommendation 5

Increase Access to Liability Insurance for Temporary Projects

Recommendation 6

Remove Costly Regulatory Barriers to Interim Use of Vacant Space

Recommendation 7

Reduce Financial Barriers to Temporary Use by Non-Profits

This executive summary is just a glimpse into the *No Vacancy!* project. Read more about the project, process, findings, and recommendations in the *No Vacancy! Final Report*.

CHAPTER 1
WHY TEMPORARY USE OF VACANT SPACE IS IMPORTANT

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BENEFITS OF TEMPORARY USE OF VACANT SPACE

Temporary use of vacant space offers a range of benefits to property owners, space users, and the community. Sometimes the spaces act as laboratories for the future city. Sometimes the uses act as catalysts for (re)development. Sometimes they make money. Sometimes they are just fun. In any case, we have found that temporary uses are worth exploring because they:

ENCOURAGE INNOVATION

Vacant urban spaces can encourage innovation by serving as pilot sites for novel uses and projects, such as the emerging field of mobile architecture. Vacant spaces also can act as laboratories and incubators for art, business, culture, and civic society by providing space for experimentation. They can provoke thought and conversation by inserting pockets of the unexpected into the urban fabric.

**Vacant spaces
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and civic society
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for experimentation**

BENEFIT PROPERTY OWNERS

For property owners, occupied spaces help maintain the impression of commercial viability for a property or business district. Temporary projects can demonstrate an active use of a space to potential permanent tenants and attract people to the site, increasing exposure and interest. Temporary users can make improvements to the space—like painting and other finishing work—that will increase its value. Some temporary projects can also generate revenue. For vacant land, temporary uses can help to prove to communities that a long-term redevelopment project is viable. They can portray a positive message about the property and the owner and put the property “on the map”.

Temporary projects can also help the property owner maintain and develop good relationships with neighboring property owners and the community. Owners can become cultural leaders by being involved in their community, fostering creative activity, and assisting an organization within the creative sector.

**Temporary use
of vacant spaces can
keep a business district
an active and attractive
destination**

BENEFIT ARTISTS, START-UP BUSINESSES, AND COMMUNITY GROUPS

New or expanding ventures can test out a neighborhood before moving there permanently. For start-ups, temporary sites offer a low-budget way to demonstrate their viability. Entrepreneurial temporary uses can catalyze the ‘creative economy’ by making use of otherwise underutilized space to support micro-enterprise models of business and social innovation.

Temporary space can allow existing businesses and community groups to expand their workshops, stores, or office space for special events, seasonal activities, or short-term projects. Temporary events can take place in unconventional locations where artists and businesses can get exposure to new customers and spaces where artists and performers can creatively engage audiences to participate in their work.

MAKE THE BEST OF THE RECESSION

In times of recession, temporary use of vacant spaces can keep a business district an active and attractive destination. With access to monetary capital severely curtailed, temporary projects can keep undeveloped land from becoming an eyesore while it sits vacant awaiting redevelopment. Storefronts left vacant by businesses closing down can provide venues for displays of art. Vacant office and retail spaces can provide locations for entrepreneurs to test out ideas on a low budget.

EXAMPLES OF TEMPORARY PROJECTS

Myriad types of temporary uses are already taking place in urban spaces, including festivals and fairs, summer movies, seasonal and holiday sales, urban gardening, art installations, live performances, new technology demonstrations, and micro-enterprise developments. “Temporary” can range from a one-time educational event to a month-long art installation to mobile architecture that is designed to be portable but may stay in one site for several years. For a more comprehensive listing of temporary use types and examples, see the precedent study pamphlet “Uses for Vacant Space” in Appendix A.

ILLY PUSH BUTTON HOUSE

illycaffè, an international coffee company, has gained attention for its Push Button House, a home/publicity piece/art installation/espresso cafe created in collaboration with artist/architect Adam Kalkin. The Push Button House is made from an industrial shipping container that transforms by pushing a button into a five room “home”. The container can be easily transported from site to site by truck. illy bills the Push Button House as “the physical representation of illy’s dedication to sustainability, art, and innovation.”

www.illy.com/wps/wcm/connect/us/illy/art/project/push-button-house



GROWTH THROUGH ENERGY & COMMUNITY HEALTH

Growth Through Energy and Community Health (GTECH) in Pittsburgh merges community development and sustainability. Focusing on marginalized neighborhoods, they plant alternative energy crops on vacant lots and brownfields. Crops including sunflowers and canola are planted to both produce oil seeds for biodiesel and absorb contaminants from the soil through phytoremediation. All the projects in the area have incorporated youth through summer youth programs. The sunflower crop was harvested in the fall with help from neighbors, scout troops, community groups, and churches in the area. The project was a partnership between Penn State Cooperative Extension and the Urban Redevelopment Authority of Pittsburgh.

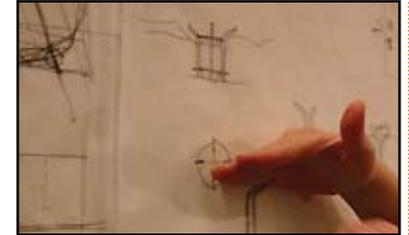
www.gtechstrategies.com



STOREFRONT LIBRARY

A partnership of community organizations is working together to initiate a temporary storefront library space in Boston’s Chinatown neighborhood, which has not had a library since 1956. For a period of approximately three months, the Chinatown Storefront Library will convert one of Chinatown’s many vacant commercial spaces into a temporary installation featuring elements of a public library. The project seeks to draw attention to community needs, provide a forum for Chinatown residents and local officials to envision a permanent library in the neighborhood, draw foot traffic to local businesses, promote Chinatown as a cultural and civic destination, and demonstrate community capacity for mobilizing resources.

www.storefrontlibrary.org



BROOKLYN BRIDGE PARK

Brooklyn Bridge Park, a proposed residential, commercial, and open space development along the Brooklyn Heights waterfront in New York, has been activating the site with a series of high profile interim site uses. In the summer of 2007, a “Floating Pool” drew 72,000 swimmers. It was operated by the Brooklyn Bridge Park Conservancy in partnership with the pool’s creator, the Neptune Foundation, and sponsored by the State of New York, through the Empire State Development Corporation and the City of New York.

In the summer of 2008, developers installed a temporary park area on a pier from which viewers were able to see “New York City Waterfalls”, an art project installed in several places around the city. The 26,000-square-foot park included benches, picnic tables, a large sand pit, grass, and trees. In addition, food was available from a nearby restaurant, and there were items embedded in the asphalt for scavenger hunts.

www.brooklynbridgepark.org



CHASHAMA

Chashama recognizes that “there is no limit to what you can do in a window: Butoh dance, paint portraits, display visual art, modern dancy, puppetry, the list is infinite!” Since 1995, Chashama has been supporting local artists in New York City through their Window Program by providing space for a variety of artistic uses. Artists can gain access to one of Chashama’s two storefront properties through an application process. If chosen, the artist is allowed temporary access to storefront property for one to four weeks rent free.

www.chashama.org



WHY TEMPORARY USE OF VACANT SPACE IS IMPORTANT

WHAT DOES TEMPORARY USE OF VACANT SPACE OFFER THE CENTRAL EASTSIDE INDUSTRIAL DISTRICT?



Underdeveloped land in the CEID.
Photo by Emily Rice



Shipping containers stored in awkward space in the CEID. Photo by Emily Rice



Creative/industrial space for rent in the CEID. Photo by Emily Rice

The Central Eastside Industrial District (CEID) is a rare example of a thriving central city industrial area. Rather than exhibiting the decline evident in industrial sectors of many American cities, the District is steadily growing; it continues to attract and retain many distinctive types of businesses, most of them locally owned. Traditional industrial uses such as metal fabrication, wholesale trade, food distribution, and construction supply are interspersed with emergent clusters of creative industries such as architecture, film, and printing. (See Appendix B for a more detailed description of existing uses and zoning in the CEID.)

Currently, vacancy in the District typically takes one of three forms:

- large parcels of empty land awaiting a positive climate for redevelopment, such as the superblock at SE 11th Avenue and Belmont Street;
- small pockets of underutilized indoor space hiding in the midst of vibrant businesses, like the excess office space available at Portland Bottling Company; and
- temporarily vacant storefronts, like at the Grand Central building.

All three of these types of vacancy have potential to accommodate temporary uses that can brand, showcase, support, and enhance the District. In Chapter 3, we detail the opportunities offered by these three types of space.

The Central Eastside Industrial Council (CEIC) *Vision and Strategic Plan* notes that the District possesses a unique “capacity for incubating new businesses, pioneering innovations, and creating employment opportunities for a growing population”. This environment is fertile ground for the sorts of experimental projects that typify temporary use.

The *Vision and Strategic Plan* articulates the organization’s goals to:

- communicate a unique brand identity for the CEID;
- showcase and promote CEID strengths, amenities, clusters, and success stories;
- incubate new businesses;
- support property development; and
- enhance sustainable support features within the District.

During the *No Vacancy!* project, we discovered that temporary projects could be catalysts for moving the CEID in the direction these goals lay out. Temporary projects could be a great marketing tool for the CEIC to attract the kind of future it seeks.

We also discovered that District stakeholders have differing and sometimes conflicting visions for the District’s future. In Chapter 3, we describe how temporary projects are affected by the multiple visions for the District. But first, we describe how we did what we did in Chapter 2, Our Approach.

WHAT DO WE MEAN BY TEMPORARY USE?

For the purposes of this report, we are using “temporary” and “interim” interchangeably; these kinds of uses occupy a space during the time between other uses or fill spaces that, in their current state, cannot support a permanent use.

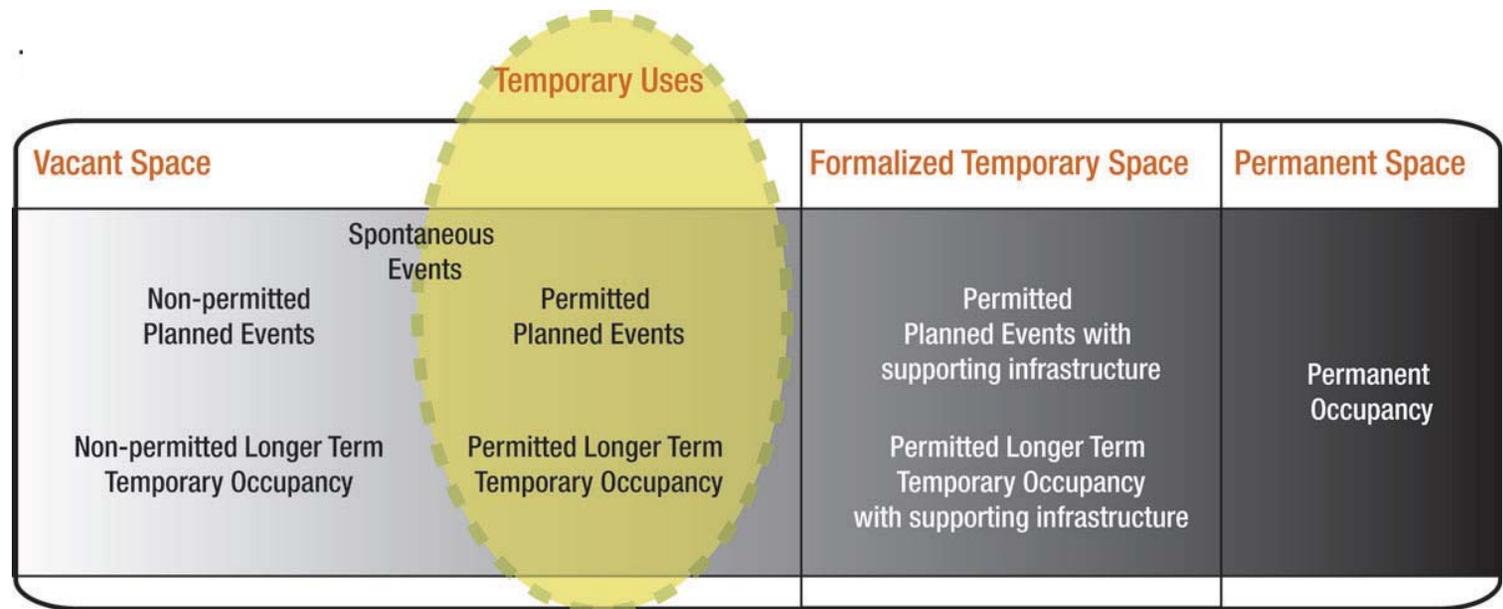
The spectrum of uses that can occupy a space ranges from spontaneous one-time events to permanent occupancy. We have focused on the type of “temporary use” that occupies the middle range of that spectrum (see Figure 1), occupying vacant spaces that lack the support offered by formal venues. However, the types of temporary use we focused on are formally recognized as legitimate, beneficial uses of space that are able to comply with regulations and

obtain necessary permits.

Both active and passive uses can occur on an interim basis. Active uses, such as businesses, performances, assemblies, and art installations, bring people to a space and create interest and activity. Passive uses, like storage and parking, occupy the space and may generate revenue for the property owner but do little to enliven the neighborhood, build community, or improve the urban fabric. However, strategically placed, passive uses can be a critical support to local businesses and organizations. Thus, this report classifies both types of use as “temporary use” but gives priority to active uses in spaces with higher visibility and community attention.

The types of temporary use we focused on are formally recognized as legitimate, beneficial uses of space that are able to comply with regulations and obtain necessary permits

FIGURE 1. THE SPECTRUM OF USES



WHY TEMPORARY USE OF VACANT SPACE IS IMPORTANT

WHAT DO WE MEAN BY VACANCY?



Land in a “holding pattern” in the CEID.
Photo by Becky Dann

Whether in decline, temporarily unfit for use, difficult to use, or awaiting future development, vacant spaces exist in states of limbo between prior and future uses.

Vacant spaces include:

- land in a “holding pattern” or being “land banked”, awaiting conditions (economic, financial, personal, etc.) to be appropriate for redevelopment;
- portions of buildings that are temporarily unoccupied, including spaces for lease;
- rooftops and walls that cannot be permanently occupied; and
- awkward spaces for which permanent occupants are difficult to find.

Vacant spaces can possess a range of characteristics: indoor or outdoor, finished or unfinished, publicly- or privately-owned, accessible for long- or short-term durations, and available for active or passive uses. Regardless of type, each vacant space offers a moment of opportunity for revitalization and activity.



Temporarily vacant office space in the CEID. Photo by Becky Dann



An awkward space in the CEID.
Photo by Emily Rice

Vacant spaces exist in states of limbo between prior and future uses

Each vacant space offers a moment of opportunity for revitalization and activity

CHAPTER 2 OUR APPROACH

At the outset of the *No Vacancy!* project our primary goal was to assess the prospects for temporary projects and programs in the Central Eastside Industrial District (CEID). We also sought to begin establishing a social network to support and promote these projects that would continue beyond the scope and timeframe of our project. In order to accomplish these goals we undertook the following steps.

OUR APPROACH

WE LEARNED ABOUT THE CEID

We wanted to gain a well-rounded understanding of issues that could influence an interim use program in the CEID, so we began the project by looking into the historical, political, economic, and regulatory context of the District.

Consultations with our client and other District stakeholders helped us to understand the history of the District. By conducting informational interviews, attending Central Eastside Industrial Council (CEIC) committee meetings, and reading the CEIC's Vision and Strategic Plan and website, we learned about CEIC goals, the vision for the District of many long-time property and business owners, and the current issues that the CEIC is addressing.

To understand the District's regulatory and political context, we assembled and summarized plans and documents that govern and shape the CEID. These include:

- the Portland Development Commission's Urban Renewal Area documents,
- the City of Portland Zoning Code (Title 33),
- the City of Portland Comprehensive Plan as it relates to the designation of the CEID as an Industrial Sanctuary, and
- building code regulations.

We created maps using aerial photos and tax assessors' data to give us a general feel for current land use and property ownership in the District. We also walked, biked, and drove through the District to observe the physical landscape and get a better feel for the types of businesses and other uses currently occupying the CEID. On these tours, we also noted interesting characteristics about the area and compiled a list of vacant or underutilized properties, which we followed up on during later phases of the project.

WE RESEARCHED HOW AND WHERE INTERIM USES ARE ALREADY HAPPENING

We found out early in the process that the term 'temporary use' is an abstract concept for many people. Mentioning it brings up questions like: What are temporary uses? Why not permanent uses? Who does temporary projects? What's in it for me? We wanted to understand how other cities are incorporating temporary projects and development into the urban landscape in order to build a case for interim use in the CEID. To begin answering these questions, we conducted a precedent study on what types of temporary use programs and projects exist elsewhere and what types of temporary projects are already occurring in Portland.

We reviewed websites, reports, scholarly articles, and newspaper pieces and called organizations from London to

Southern California to find out how and why they are promoting temporary use programs. We compiled what we found into two pamphlets, one about temporary use projects and the other about programs that support temporary use, and distributed them to people we interviewed to provide a sense of the depth and breadth of temporary use efforts.

These pamphlets (called "Uses for Vacant Space" and "Organizations that Support Temporary Use for Empty Space") are included as Appendix A of this report.

WE BUILT A WEB SITE

We began our outreach by building a project web site to provide a place where we could direct people who were interested in learning more about our project and about temporary use. The site initially included a project description, contact information, our work plan, and the results of our precedent study.

At the start, it allowed interviewees a chance to better understand our project goals and interests before we sat down for an interview. Over time, the site became a resource for directing media contacts, posting event announcements, and tracking interest in the project through site visit traffic statistics. At the time of writing, our site had been visited a total of 1,835 times.



No Vacancy! web site:
novacancyproject.wordpress.com

WE CONDUCTED INTERVIEWS

Generally, we needed to understand what people thought about temporary projects. We needed to understand how property owners and District stakeholders perceived interim uses, what their experiences were with temporary projects, how receptive they would be to certain types of uses in their vacant spaces or in the District, and under what circumstances they would allow temporary use of their properties. From those using vacant space on a temporary basis, we needed to get a sense of the types of projects that require temporary space, the users' limitations as groups or individuals, the challenges they have faced when trying to obtain a space, and the resources they need to make temporary projects easier to achieve. For these nitty-gritty details, we conducted interviews and focus groups to expand on what we had learned in the context and precedent studies.

DISTRICT STAKEHOLDERS

Outreach to District stakeholders took several forms, relying heavily on our client's existing networks and forums. We began with an introductory email to the CEIC membership requesting property and business owner support. We presented our project to the three neighborhood associations that overlap or abut the CEID to get their feedback. We attended and spoke at various CEIC committee meetings and attended the Council's quarterly meeting. We contacted leasing agents, brokers, and owners of vacant property that we identified through our on-the-ground observations. We also asked those we interviewed who else we should talk to.

We conducted 30 interviews with property and business owners in the CEID in March and April 2009. The interview questions we based our conversations on appear in Appendix C. We also asked interviewees to respond to a list of types of temporary use that we had developed from our precedent study. That list is included as Appendix D.

TEMPORARY SPACE USERS

Temporary space users are a diverse group, including architects, gardeners, community groups, artists, filmmakers, bicyclists, skateboarders, and micro-entrepreneurs, to name a few. To tap into these distinct networks, initial contacts were drawn from existing relationships. We found supporting organizations through the precedent study research, identified temporary users already active in Portland, and contacted individuals and organizations whose work lends itself to temporary use. We then worked outward, making contacts through the varied networks of our initial list.

In total, we conducted 16 individual interviews and two focus groups with approximately ten people at each meeting. The interview questions we based our conversations on appear in Appendix E.

We needed to understand what people thought about temporary projects

WE CO-HOSTED NETWORK-BUILDING EVENTS

To set the foundation for a network of temporary use and to create a buzz around the project, we co-hosted two social events. The first, held at Grand Central Bowling Alley on April 23, 2009, was a networking opportunity for the CEIC, Central Eastside Design District, Central Eastside Arts District, and temporary users. At this event, we encouraged interaction between users and property owners by creating stations meant to prompt conversation about the District and the types of interim uses that could happen there. We also asked people to complete informal surveys about the types of uses they would like to see in the District. A total of 32 people completed this survey. More than 40 people attended the event. A copy of the survey is included in this report as Appendix F. Information on what people said in the surveys and at the event is included in Chapter 3.



Network-Building Event: April 23, 2009

The second event, which will be held on June 10th, 2009, will be a celebration of the activation of vacant space. At that event, we will share our findings, encourage further mixing and matching of temporary space users and owners of vacant property, and thank participants for their support and enthusiasm. This event has also served as a 'test case' for temporary use of a vacant space, as described in Chapter 3.

OUR APPROACH

WE EXPLORED TEST CASES MATCHING TEMPORARY PROJECTS TO SPACES

To get a sense of how a temporary project might work in the CEID and to test the barriers and challenges exposed by interviews, we facilitated several test cases, which consisted of matching people seeking to do temporary projects with CEID property owners willing to consider providing space for the projects.

These test cases helped to refine our understanding of the opportunities and challenges posed by temporary use of vacant space. They are further described in Chapter 3.

We facilitated several test cases, which consisted of matching people seeking to do temporary projects with CEID property owners willing to consider providing space for the projects

WE REVIEWED WHAT WE FOUND WITH OUR CLIENT, PEERS, AND ADVISORS

Our interviews, focus groups, events, and conversations revealed a variety of opportunities and barriers associated with completing temporary projects, which are described in depth in Chapter 3 of this report. With this information in hand, we proceeded to tease out 'lessons learned' and generate recommendations for the CEIC and the how-to handbook, *No Vacancy! A Guide to Creating Temporary Projects in the Central Eastside Industrial District*.

To do this, we consulted with technical advisors, including individuals and groups from various organizations and City bureaus. We met with advisors in person and consulted with them about the project via phone or email. The advisors helped us understand the regulatory and financial barriers to temporary projects.

On May 7th, 2009, we hosted a round table discussion of our draft recommendations with 18 technical advisors, including representatives from:

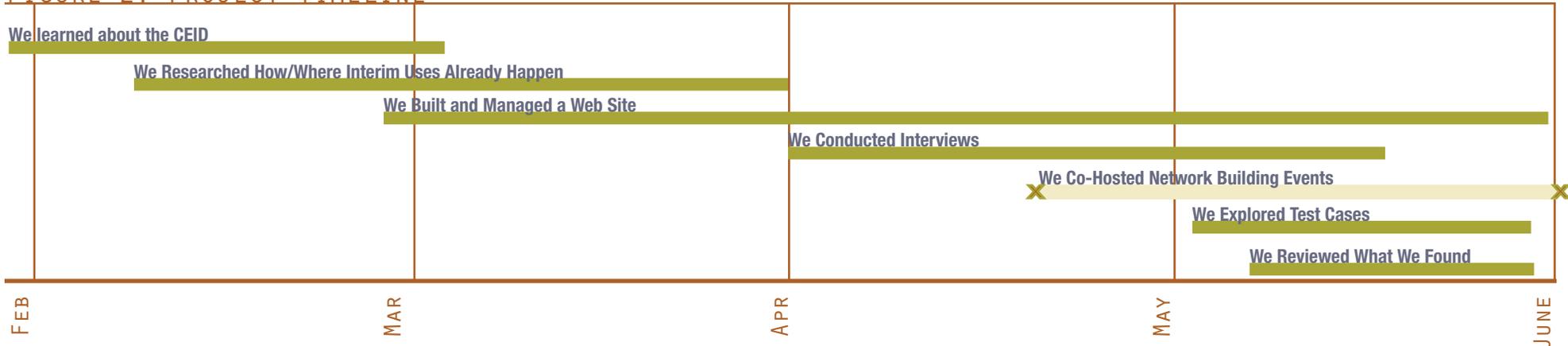
- the Bureau of Development Services,
- Portland Community College,
- the CEIC,
- the Mayor's Office,
- the Bureau of Environmental Services Brownfields program,
- Portland Development Commission,
- the Bureau of Planning and Sustainability,
- the Bureau of Transportation,
- MercyCorps Northwest,
- motiveSpace Coalition, and
- an insurance agent.

The feedback from this discussion helped us revise our recommendations and refine our guide. On May 19th and 20th, we further put our recommendations to the test in presentations to the CEIC Board and the Portland State University community.



May 20, 2009
Portland State University Presentation

FIGURE 2. PROJECT TIMELINE



CHAPTER 3 WHAT WE FOUND

During the course of the *No Vacancy!* project, we found a wealth of opportunities in the Central Eastside Industrial District (CEID) for vacant spaces and temporary projects to support existing businesses, cultivate a unified District vision, and bring positive attention to the District. However, we also found that property owners and interim space users face a range of barriers to implementing temporary projects, some general and others specific to the CEID. This section outlines the opportunities and barriers that form the basis of our recommendations for implementing temporary use in the CEID.

WHAT WE FOUND: TEST CASES

TEST CASES: MATCHING PROJECTS WITH SPACES IN THE CEID

WHY AND HOW WE DID THEM

We envisioned the *No Vacancy!* project test cases as an opportunity to put the benefits and barriers of temporary use of vacant space to the test by bringing projects together with spaces in the District. We also sought to establish the beginnings of a network of temporary space users and owners by playing matchmaker between people with projects and people with available spaces.

As we conducted interviews with property owners and space users, we asked if they would be interested in participating in a test case. We identified ready and willing parties, opportunistically drawing from our interviewees rather than soliciting project ideas from the broader community. (However, upon receiving media coverage after our first networking event, people began contacting us looking for space for their projects and looking for projects for their spaces.)

In total, we identified 12 potential sites in the District and 13 proposed projects (see pages 14 and 15 for examples). We asked interested property owners to fill out a property profile form and sent completed forms to all of the space users who had expressed interest and asked them to write a proposal describing their project or use.

Next, we identified matches based on the users' expressed interests in particular sites, our own knowledge of the properties and their owners, and the project descriptions

provided. We sent the proposals to owners of property who we believed could potentially host the proposed project and asked those property owners to contact the users directly or let us know if we could be of further assistance in facilitating an initial conversation.

SUCCESSSES

The test cases confirmed a demand for temporary space.

Our brief investigation revealed that there are people interested in making use of vacant and underutilized space in the CEID. From 16 interviews and two focus group meetings, we identified 11 proposed projects. We received several additional project ideas after short articles about our project appeared in three local newspapers.

The test cases confirmed a supply of temporary spaces in the CEID.

We found that some property owners who are currently trying to lease are willing to consider short-term arrangements. We also uncovered a number of people with "surplus" spaces that they had not previously been trying to lease but that they would consider granting access to for temporary projects. For example, after the media coverage in April, a representative from a local church contacted us about their underutilized meeting and performance space, which they were willing to make available for community activities. Another property owner attended our April networking event hoping to find an interim use for mostly unused warehouse space so that "it would not just sit there empty" as he waited for the right time to redevelop

the property.

Proposed projects included a variety of time scales, space needs, and subject areas.

We were struck by the diversity of proposals we received. Projects ranged from single day events to long-term efforts, included indoor and outdoor projects, and covered a wide range of types of use. For example, one person proposed using storefront windows as part of an art project that people would perceive just by walking. Another person proposed a summer circus camp for kids, which would require a large outdoor space and would include many people interacting closely with the site. Other people were looking for office spaces out of which to run their non-profits. We heard a few requests for workshop spaces and even storage spaces. Lastly, several people were looking for spaces to hold classes, community workshops, or fundraisers. Some of these projects were conceived of specifically as efforts to benefit the wider community; others were meant to help out existing businesses in the District or to help get new ideas off the ground.

Examples of some of the project proposals are included on page 15.

District businesses occasionally have a need for temporary space.

We spoke with representatives of three District businesses who indicated that they would benefit from temporary access to additional work space. Two different construction professionals indicated a need for extra workshop space for a few weeks or months during bigger jobs.

**We identified
12 potential sites
in the District
and
13 proposed projects**

**The test cases
confirmed a demand
for temporary space**

**The test cases
confirmed a supply
of temporary space
in the CEID**

Because long-term paying tenants are the priority for most property owners, spaces may be taken off the interim use market at any time

The diversity of spaces available and the unconventional nature of many of them make site visits important to understanding the possibilities of the space

Others expressed a need for short-term storage space.

Sometimes a match is serendipitous.

One property owner we talked to thought it would be fun to host outdoor movies in his parking lot over the summer. He did not have other vacant space and might not have thought to offer this up if we had not talked with him about the project. Coincidentally, one of the space users we talked with is a filmmaker – we put the two in contact and they are working together to make the outdoor movies happen this summer. Given the growing film industry cluster in the District, this project has the potential to grow into a bigger event in the future.

SETBACKS AND CHALLENGES

Some users could not pay the property owners' required rent.

For example, two non-profit groups with very limited budgets were looking for office space, but none of the owners of office space were willing to provide a discount for non-profits because, as discussed later in this chapter, they would receive no tax benefits from doing so. Another group was interested in using the Oregon Department of Transportation (ODOT) property for a bike skills park, but they were deterred by ODOT's requirement to that they pay market rents for the space.

Sometimes timeframes were out of sync.

In one case, a project proposer was looking for an on-going location to build and develop a film program, while the property owner was looking for a shorter,

lower intensity use. On the other hand, several groups were looking for space for events or workshops, but the owners of the properties best suited to their needs were more interested in an on-going arrangement. Several people were interested in the Burnside Bridgehead site, but construction and staging for the Burnside-Couch couplet will prevent use of most of the site for at least a year.

Some spaces lacked users' required features and amenities.

Several of the spaces, including retail spaces at the Grand Central building and the Ford Building, are only roughly finished. This presents a challenge to temporary use because key features like bathrooms and light fixtures may not be available. The property owners have a financial incentive to delay fully finishing the space until they have identified a long-term tenant and can build out the space to suit that tenant's needs, but this limits the realm of possible temporary uses.

Some owners found a long-term tenant.

At least one of the owners of office property filled the majority of the available space during the period in which we were playing matchmaker. Because long-term paying tenants are the priority for most property owners, spaces may be taken off the interim use market at any time. Even if the space has not been rented, the owner may be focused on attracting a long-term tenant and have little time for reviewing proposals for interim use.

Every space is unique.

The diversity of spaces available and the unconventional nature of many of them

make site visits important to understanding the possibilities of the space. We found it difficult to match projects to sites that we had not seen in person. Photos may help somewhat, but for some of the more unusual spaces, there is no effective substitute for an in-person visit.

Some users tailor their project or installation to the site.

One user submitted a few very preliminary project ideas, noting that he needed to see the sites to further develop his projects. This makes it difficult for a third party to assist with finding a space. Other users had ideas that could adapt to different spaces in ways that are difficult for someone else to imagine.

Some users wanted our help in communicating with property owners; others wanted direct access to the property owners to work things out themselves.

We initially avoided putting users directly in touch with owners until we were able to confirm whether the property owners were comfortable having us share their contact information. In some cases our "middle-man" role may have proved more of a barrier than a benefit to communication between users and owners. Some users, however, were grateful to have us serve as intermediaries, or even specifically requested our help.

WHERE THINGS STAND NOW

At time of print, the test cases are still in progress. We have encouraged property owners and project proposers to continue their work to implement projects.

WHAT WE FOUND: TEST CASES

FIGURE 3. POTENTIAL TEMPORARY USE SPACES IN THE CENTRAL EASTSIDE INDUSTRIAL DISTRICT

This map highlights the vacant spaces investigated as part of the *No Vacancy!* project. Of the 11 vacant spaces indicated on the map, five are spaces not currently being actively marketed by the property owner. LocusLab theorizes that there are countless other informal and underutilized spaces in the district, which are not represented on this map.

BURNSIDE BRIDGEHEAD

The Burnside Bridgehead site, consisting of Block 67, 68 with Convention Plaza, 75 and 76, is owned by the Portland Development Commission. PDC is investigating temporary use opportunities for each block to begin as early as this summer until redevelopment in approximately 3 years.

SE 2ND AND ASH

This informal office space is 1,000-2,000 sf and would be shared with the Oregon BUS Project. Site amenities include shared kitchen, bathrooms, and conference rooms as well as off-street parking.

SE 6TH AND STARK

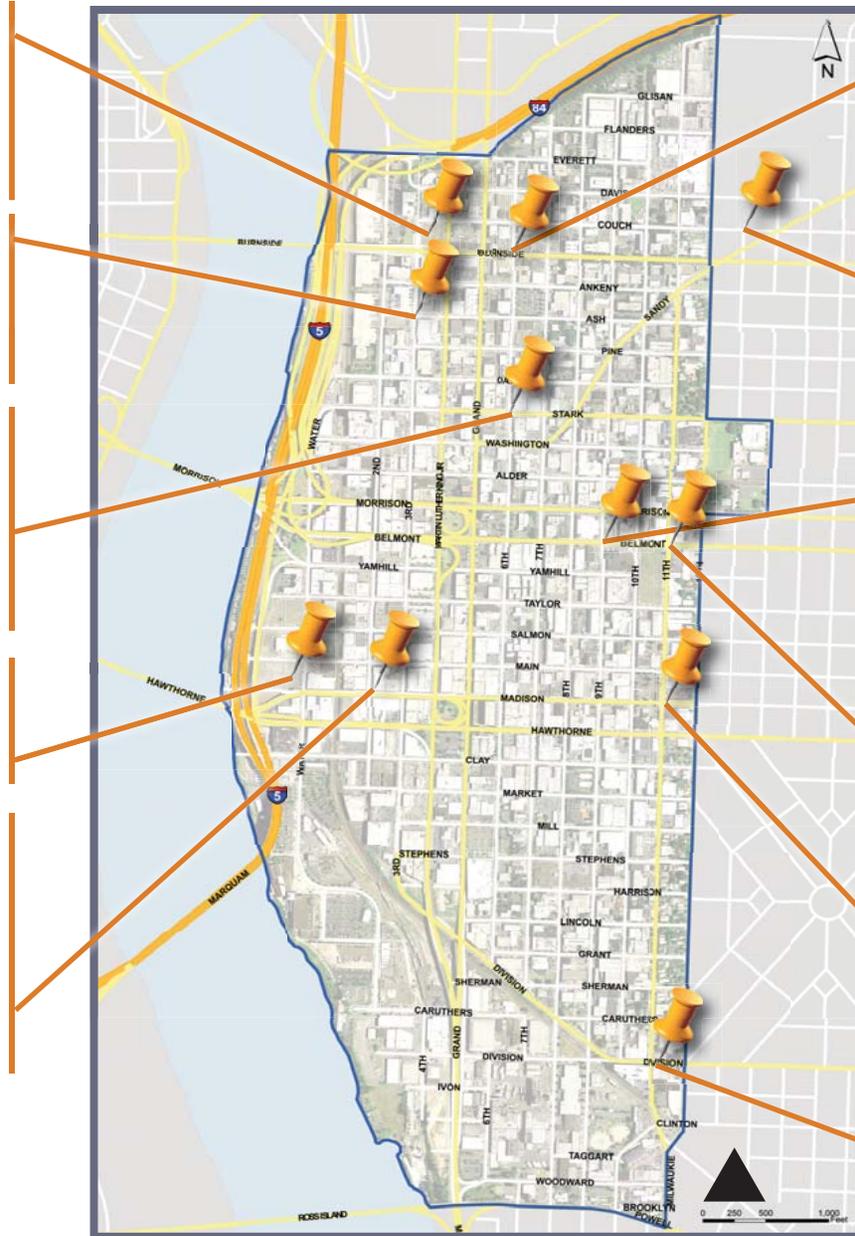
Milagro Theatre owns their building, including two leasable units. Currently, their 1,890 sf corner unit is available for temporary or permanent use. Site amenities include: corner entrance, additional garage door side entrance, storefront windows, private bathroom, and a separated office and storage space. The main area has a cement floor, high ceilings and photographer's back-drop.

ODOT BLOCKS

Located along Water Ave, ODOT owns three vacant blocks that host temporary uses, but have tight requirements for use and payment.

SE 2ND AND MADISON

Newly remodeled office space located on Madison under the Hawthorne bridge ramp. The available space includes about 10 enclosed office/meeting spaces of various sizes, for a total of about 2,600 sf. Amenities include: hardwood floors, new carpeting, new paint, 2 bathrooms, and kitchen. Space could be occupied by one large tenant or several smaller tenants.



SE 6TH & BURNSIDE

This site is home to vacant space in a commercial building that is shared by the owner's business. Three spaces are potentially available (each approx. 400 sf): garage space with sliding door and garage door; storage/flex space with oversized garage door, high ceilings, and concrete floors; and a portion of a larger storage/flex space with oversized garage doors, high ceilings, skylights, and concrete floors.

SE 13TH AND COUCH

Portland Bottling Company's second story offers nearly 1,500 sf of office space for either temporary or long-term use. Site amenities include: shared conference room, bathrooms, kitchen, carpet and hardwood floors, and a private outdoor patio. PBC is not currently marketing its vacant space.

SE 9TH AND BELMONT

Grand Central Building has 5 storefront units available. Spaces are from 1,704-3,294 sf. Amenities include: large storefront windows, first-floor, ADA accessibility, off-street parking, and frontage on Belmont. Units are unfinished with cement floors. Concept Entertainment is interested in short-term or temporary uses to activate the units in the interim.

SE 11TH AND BELMONT

This superblock at SE 11th and Belmont has been vacant since buildings on the property burned 7 years ago. Owner Killian Pacific is awaiting conditions to be ripe for redevelopment. Currently, concerns over city systems development charges inhibit temporary uses.

SE 11TH AVE AND MADISON

Owned by family-owned and operated Naseco, this vacant lot is used for autobody repairs, storage, and overflow parking. Naseco plans to redevelop the site but is awaiting the right economic conditions.

SE 11TH AVE AND DIVISION

Built in 1914 and recently renovate, the historic Ford Building has several storefront, basement, and office units available in sizes ranging from 300-3,000 sf.

FIGURE 4. POTENTIAL TEMPORARY USE PROJECTS

These profiles summarize some of the proposed temporary use projects currently searching for space in Portland. LocusLab followed a collection of real projects, investigating their potential to find temporary space and discovering the barriers that limit project proposers' ability to carry out their temporary projects.

Window Conversations

This project will use the windows of vacant building as sites for text-based artworks designed as ongoing conversations between two or more voices. Conversations may be funny, serious, or poetic. Text based works will be on paper and installed temporarily for month long periods on the outside of building windows. After each month, windows will be completely cleaned and a new statement of the conversation will be installed.

The project is flexible and requires nothing but permission from building owners: no access and no amenities. Building owners can offer their street level vacant window space for any period of time from one month to indefinitely, at their discretion.

Bike Skills Park

PUMP proposes a skills park for all ages to teach bike handling skills and safety in a controlled and fun environment. A vacant lot would be a test site for the idea of the park. The lot can be as small as 30'x30', but should not be paved.

PUMP believes it is important to present as many opportunities as possible to get people outside and exercising. If you can give kids an entertaining and engaging activity that is good exercise, environmentally friendly and economically feasible, we can get them off the couch and instill healthy habits at a young age.

Mobile Margins Project

This project would temporarily showcase local artists in vacant storefront windows – events would take place on a regular basis, but the space could/should rotate.

The focus would be on installation-based works, which challenge artists to explore non-commercial approaches to art making. So many commentators have prophesied that the economic downturn will be a secret boon to the creation of art, catalyzing renewed experimentalism. This project would take that gamble, encouraging emerging and established artists to create works outside their comfort zone, or recognizable practice, and give them a highly visible platform.

This would benefit both the property owners, by bringing vibrancy and energy to their empty spaces, while also engaging with the arts and local communities.

One Day Film Shoot

This project a one-day film shoot. The entirety of the production will take place in this space with a small cast, crew, and number of props. I would love an opportunity to use any existing fixtures or furniture as potential props too.

The ideal location would be large and open (i.e. warehouse, gymnasium, office suite, etc.) with high ceilings, but I'm willing to adapt to almost any place--even outdoor locations could be interesting. The only requirements are that their be some amount of lighting and available electric. Also, functioning bathrooms would a great help for the cast and crew.

Image and Sound

Work space and community space for making and screening sound and video recordings; the project would include public film screenings and gallery events, as well as workshops on film and sound recording.

This particular space would revolve around Image and Sound in that it would be used for screenings, curated screenings, visiting filmmakers, a possible shooting space, workshops, installations, and all of it would be tied in with music, so it would include screenings with live sound, curated shows on sound, installations with sound, workshops on sound and eventual recording possibilities. In addition to sound and image, the main "events" for the space, walls would be used for gallery type works as well.

The sole purpose of this place would be for creative means, i.e. non-commercial. A place to nurture the ideas of public art and how through these creative artistic means a social practice of art may extend into people's minds in how things can be achieved. So the goal is not to make money as much as it is a place to create and learn.

"Circus Camp" / "Extreme Camp"

Led by "Do Jump!" and "Wanderlust Circus" this would be an opportunity for kids [and adults] during the Summer to learn about stilt walking, trapeze, juggling, unicycles, skateboarding tricks, etc.. Fund-raising and/or grant writing for the associated insurances, scaffolding and fencing is pending.

Hands to Hearts International

Hands to Hearts International are looking for an office space to be donated (as tax incentive) or at low cost.

As a non-profit, our main purpose is to help empower women in developing countries (right now South India) and help them nurture the neediest children in that area with proper nutrition, hygiene, health practices and social development.

Sustenance

Sustenance is a monthly artist grant and public dinner party. It will take place one Sunday evening each month throughout the summer of 2009.

A simple dinner will be served for a fixed cost to Portland Citizens who have pre-reserved their seats. All of the profits collected from each month's dinner will be awarded to an artist in the form of a Sustenance grant, to be used for a selected project.

Artists will be invited to submit short applications, consisting of a paragraph describing their intended project and an image of their previous work. While eating together dinner guests will be presented with the month's selection of artists applications and will vote to decide whose artwork will be awarded the month's grant. 20 – 30 diners are expected per evening.

We are looking for a space that will provide running water, functional bathrooms, electricity, and the ability to darken the room for slide presentations.

WHAT WE FOUND: OPPORTUNITIES

OPPORTUNITIES

TEMPORARY PROJECTS ARE ALREADY HAPPENING IN THE DISTRICT!

The District's vacant spaces already host temporary projects.

Numerous arts and performance groups have already used vacant spaces in a temporary capacity in the District.

- The Wentworth Chevrolet showroom was briefly transformed to host a production by Sojourn Theater. Wentworth Chevrolet has also allowed an artist group that was holding a street fair to project images onto a wall on one of their buildings, placed porta-potties on their property for the Rose Parade, and hosted safety-promotion events for American Medical Response and Cub Scouts.
- Project Chaboo is one of several temporary installations hosted by galleryHOMELAND in vacant retail spaces in the Ford Building at 11th and Division.
- With mannequins and recycled retail displays as a backdrop, Penny Jam, a group that makes video podcasts, shot a music video at Portland Store Fixtures one weekend in March of 2009.

A number of existing CEID businesses already provide short-term access to work and event spaces.

In addition to informal, non-market spaces, existing CEID businesses provide flexible work space for short- or long-term use, creating opportunities for a variety of

possible users. Existing temporary space rental companies include:

- ActivSpace develops and manages custom-built, small commercial spaces geared toward artists, hobbyists, and small businesses. ActivSpace buildings in Seattle, Portland, and San Francisco are marketed with affordable rents and short-term or flexible lease terms. There are four ActivSpace locations in Portland; one is located within the CEID.
- CubeSpace provides short-term office spaces by the hour, day, or month. Common areas, including meeting rooms, are provided.
- Audio Cinema also rents spaces by the hour, day, or month. Audio Cinema spaces are geared toward art and music production and include spaces for recording, classes, and events.

In addition, there are numerous facilities in the CEID that rent out spaces for meetings and one-time events.

Potential space users are excited about coming to the District.

We spoke with nearly forty people about the potential for temporary projects in the CEID. Across the spectrum of user types, from artists to bikers, movie makers, non-profit groups and gardeners, people were excited about opportunities for space in the CEID. We found that people are already attracted to the District as a place to do creative, innovative, and experimental projects, and there are great possibilities to build on this already existing perception of the CEID.

SEVERAL TYPES OF VACANCY IN THE CEID CAN SUPPORT TEMPORARY PROJECTS

We learned during the scoping phase of the *No Vacancy!* project that the CEID had a low vacancy rate for commercial spaces. We also knew of a few large vacant lots. Through our investigations we found that, although there is a low percentage of space actively seeking tenants, the District has many small pockets of underutilized indoor space hiding in the midst of vibrant businesses. Vacant lots, space on the commercial lease market and underutilized “surplus” spaces are all spaces that can and do foster the development of the District's emerging creative, ecological character.

The District is home to four large vacant properties, three of which are publicly-owned. Located in highly visible locations, the current underutilization of these properties undermines perceptions of the District's general health. Interim uses of these properties would offer an opportunity to demonstrate their viability for development, enhance perceptions of the District in the broader community, and showcase creative uses that highlight the District's character.

Vacant indoor spaces in the CEID are often less visible but have equal potential. According to Grubb & Ellis broker Tyler Sheils, the CEID exhibits a “healthy” 6% building vacancy rate as of February 25, 2009. We believe that this rate, while representative of rental properties currently on the market, does not provide a complete picture of the possibilities for temporary use of vacant space in the

District. During the course of the project, it became apparent that some vacant spaces are not currently being marketed by the property owner or manager. Internal shifting of uses or downsizing by the primary building occupant has created pockets of surplus space. Because these spaces are not available through a formal market, an unquantifiable gap exists between the marketed vacant space and the real amount of space available.

In addition, these informal vacancies are scattered throughout the fabric of well-established and utilized space. The unconventional nature of these spaces and their scattered distribution present a unique opportunity to explore how temporary activities and development can complement and support successful existing businesses and enliven the District. They can offer short-term overflow workspace for existing businesses or start-up sites to incubate non-profits and businesses that could grow into permanent locations in the District.

Finally, a relative small number of vacant storefronts are scattered throughout the CEID's retail corridors awaiting either permanent tenants or redevelopment. These sites are particularly ripe for temporary use, which could increase the vibrancy of the District's retail corridors, demonstrate the spaces' potential for permanent tenants, give new retailers an opportunity to test their business models before signing long-term leases, or house art installations that would compliment the District's design, gallery, and craft businesses.

ORGANIZATIONS ARE ALREADY SUPPORTING TEMPORARY USE IN PORTLAND AND AROUND THE WORLD

Nationally and internationally, many organizations and agencies are already involved in interim use efforts and can provide information and inspiration for a program in the CEID. Successful programs have:

- dedicated staff,
- standardized, yet flexible information for both users and owners,
- access to liability insurance, and
- strong professional support networks.

The **Regional Arts and Culture Council** (RACC) provides support to individual artists and organizations through funding from local, regional, state, and federal governments. RACC's "Here and Gone" programs support artists' temporary works that are developed from "unusual media" or installed in "unusual places". The program has three main foci:

1. One-month installation space in the Portland Building's lobby
2. in situ Portland: a program "designed to place challenging temporary artworks in outdoor public sites to serve as catalysts for conversation about art and/or community issues." in situ projects are limited to a maximum duration of one year and must be approved by the site owners based on safety issues.
3. intersections: public art residencies that "encourage artists in all disciplines to explore new working methods and develop socially engaging, interactive art experiences in community settings"

Many of the existing programs supporting temporary projects emphasize that having dedicated staff makes a difference.

In Portland, the Portland Institute for Contemporary Art (PICA) and the Regional Arts and Culture Council's (RACC) *in situ* PORTLAND program help fund and find space for artists to display their work. Both programs demonstrate the importance of local networks and dedicated staff in supporting temporary projects. RACC's "Here and Gone" programs celebrate some of the benefits of temporary activities that the *No Vacancy!* project has explored, with a

According to RACC, projects may serve various purposes: "They may benefit a particular cause; pique public awareness of an important or timely issue; or simply add momentary beauty to a site."

www.racc.org

The **Portland Institute of Contemporary Art** (PICA), established in 1995 and funded in part by RACC, focuses on supporting emerging local, regional, national, and international artists.

PICA's Time-Based Art Festival (TBA) explicitly celebrates temporary, contemporary performance, dance, music, new media, and visual arts projects. Now in its seventh year, the TBA Festival is one of the only festivals of its kind in North America. PICA staff people provide technical and logistical advice to artists as they develop their projects and match projects with appropriate spaces.

www.pica.org

WHAT WE FOUND: OPPORTUNITIES

focus on temporary public art. RACC's programs rely on staff's connections with property owners, as well as connections made through the City's 1% for Art development incentives. PICA's premier program, the Time-Based Arts (TBA) Festival, celebrates temporary art performances and installations, as well as temporary spaces. PICA is dedicated to collaboration; the success of its programs and efforts to bring people together is heavily dependent on staff connections within the community.

Outside Portland, the Lower Manhattan Cultural Council's (LMCC) Swing Space program demonstrates the effectiveness of having dedicated staff focused on finding spaces and filling them with qualified artists. Pop Up City in Cleveland and Boston Street Lab have staff dedicated to fostering a range of temporary uses to revitalize and provide services to struggling urban spaces. Staff members from Phantom Galleries LA provide links between owners of vacant storefront property and artists. Boston Redevelopment Authority staff planners manage Boston Art Windows, a similar public sector storefront program. In Escondido, California, planners from the Department of Neighborhood Services manage the Adopt-a-Lot program, which brokers three-way contracts between the city, land owners, and neighbors to allow recreational use of vacant parcels.

In all of these programs, one or more staff members are responsible for negotiating relationships, defining terms, securing contracts, ensuring insurance coverage, and managing potential conflicts.

Profiles of these and other programs appear in the "Organizations that Support Temporary Use for Empty Space" pamphlet included in Appendix A.

Several successful organizations provide standardized information and education about temporary use.

In addition to brokering relationships, the Creative Space Agency in London trains users in how to find vacant spaces and provides organized listings of potential spaces. Their educational component includes in-person training, online information about initiating a project, and a standardized temporary use contract. Other organizations note the importance of having standardized information on hand, including:

- standardized contracts from which to begin a customized contract,
- information about liability insurance,
- case studies or examples of past temporary use projects, and
- an explanation of the potential benefits of temporary use.

The availability of liability insurance can be a make-or-break factor in the success of a temporary project.

Some organizations, including LMCC and the Adopt-a-Lot program, address this by providing liability coverage for the projects they broker. Others, like Boston Street Windows and Phantom Galleries, sidestep the issue by allowing only passive projects, where the public is not allowed into the space, so that insurance is not required.

In all of these programs, one or more staff members are responsible for negotiating relationships, defining terms, securing contracts, ensuring insurance coverage, and managing potential conflicts

The glue holding most of these organizations together is a network of professional supporters.

In the above examples, strong relationships with property owners opened doors for donated space. Support from volunteer lawyers and real estate professionals smoothed and clarified relationships with owners. Several organizations noted the importance of their boards of directors in establishing and expanding those relationships.

For a list of organizations, programs, and websites see Appendix G.

We found a variety of agencies and organizations that can contribute some piece of the puzzle

TEMPORARY USE IS A NETWORKING OPPORTUNITY FOR THE CENTRAL EASTSIDE INDUSTRIAL COUNCIL (CEIC)

Partnerships with existing organizations could provide critical support to the success of a temporary use program, while expanding the CEIC's network.

A coordinated effort dedicated to providing space for people starting up projects and testing out new ideas would cut across many different sectors of the city. For example, potential space users might be part of a community of artists, gardeners, or advocacy groups. We noted strong consensus that any temporary use program should take advantage of existing agencies and programs.

We found a variety of agencies and organizations that can contribute some piece of the puzzle. The CEIC should build partnerships with these organizations and agencies to strengthen both a temporary use program and the CEIC's networks within the city. For example:

- Portland Community College's (PCC) Small Business Development Center could support people launching projects or businesses for the first time, and PCC's Community Education Program could provide a support mechanism for certain kinds of temporary projects, such as workshops. See sidebar for more on PCC's programs.
- The Bureau of Development Services (BDS) could compile relevant permitting information and make

handouts about permitting issues associated with temporary projects. In addition, BDS's Small Business Assistance Team could direct people to the CEIC to inquire about available spaces.

- The Bureau of Environmental Services (BES) Brownfields Program could help to make connections between space users and vacant properties and could potentially provide incentives, such as a free brownfield assessment, to property owners.
- The Portland Development Commission (PDC) could direct

people who come to them looking for space to the CEIC. PDC is also working internally to establish interim use policies for the agency's properties.

- The motiveSpace Coalition is developing a "wiki" database of assets and needs in Portland. This database could be used for people to announce that they have space or are looking for space.
- Contact information for these agencies and organizations is included in the Phonebook in Appendix H.

PCC's Central Portland Workforce Training Center

is located in the CEID at 1626 Southeast Water Avenue. The facility includes office and classroom spaces, which are regularly used for meetings, as well as for PCC classes. PCC plans to move its Small Business Development Center to the CEID in the near future, which will allow PCC to make more connections with District businesses and provide additional support to start-up businesses and temporary projects in the District. In addition, PCC already helps small businesses find work space and could help with communication with businesses and property owners.

PCC is also open to the possibility of partnering with existing CEID property owners who could provide flexible-term incubator space for start-up businesses. PCC could then support these businesses through its business start-up training programs. Such an

arrangement could further promote the emerging image of the CEID as a business incubator.

PCC representatives also suggested that PCC's Community Education program could provide a framework to support certain temporary projects that fit within its mission, such as workshops or community forums. PCC provides insurance, space arrangements, and marketing for continuing education classes, and also pays the instructors. Community members can propose classes and programs they would like to teach.

PCC offers several hundred community education classes each term at locations around Portland, some of which are already in the District. PCC representatives indicated an interest in finding additional space for classes within the CEID.

www.pcc.edu/about/locations/central

WHAT WE FOUND: CREATIVE TENSIONS AND MIXED FEELINGS

CREATIVE TENSIONS AND MIXED FEELINGS

MULTIPLE VISIONS FOR THE DISTRICT CREATE CHALLENGES AND OPPORTUNITIES FOR TEMPORARY PROJECTS

One of the goals listed in the CEIC's Vision and Strategic Plan is to "establish a shared vision for the CEID through 2040." In our conversations with CEIC members and numerous other stakeholders, we uncovered similarities in perspectives and possibilities for combining efforts, but we also identified tensions, conflicts, and points of disagreement about what the CEID's identity should be. In short, there is work to do towards reaching the goal of a shared vision. Encouraging appropriate interim projects offers one method for furthering that goal.

Most people we talked with feel strongly that the District's designation as an Industrial Sanctuary should be preserved.

Even among those who do not express great concern over the Industrial Sanctuary status, all agree that the industrial character should be retained to some extent. We also found widespread consensus that the District should remain a distinct Portland neighborhood; the sentiment is encapsulated in comments from numerous people who stated that they "do not want to see another Pearl District here."

Tensions and contradictory views began to emerge when CEID businesses and property owners spoke specifically about the District's future.

The issues revolve around questions of the District's identity and future use, such as:

- Is redevelopment to more intensive and mixed-uses inevitable? Is it desirable?
- Is attracting new people desirable, or will they disrupt the delicate balance required to accommodate truck traffic in a dense urban business district?
- Does protecting the industrial zoning help or hurt the District?

As one real estate professional in the District put it, "The District needs to figure out what it wants to be."

Another area of tension is the CEIC's relationship with the City.

While some businesses and property owners are enthusiastic to work with the City, others are wary and uncertain about the City's intentions for the District.

Temporary projects offer small-scale opportunities to highlight current businesses in the CEID and improve communication between the CEIC and City bureaus. Temporary projects of this kind could help people get to know the District and come to value it for what it is – a vibrant and diverse collection of businesses. Working with the City to initiate these projects offers an opportunity to make personal connections with City staff and increase their awareness of the CEID's assets.

Temporary projects can test out new visions.

Should the CEIC and other District stakeholders someday decide that they want to transition to a different sort of identity and future, temporary projects could help people realize that vision and draw people to the area to take part in testing out what types of activities might fit in the District.

Green and creative businesses are already emerging as potential anchor industries for the CEID. We heard numerous suggestions that support the CEIC's *Vision and Strategic Plan* goal for the CEID to become an "eco-district" focused on providing incubator space and services for "green" companies. Supporting small-scale, temporary sustainability projects is one way to test this concept. Existing creative industries, like film and arts, could be further encouraged and supported with interim projects. The CEIC might choose to market the District as a place for creative business clusters.

While temporary use offers an opportunity to test out and demonstrate possible visions for the District, the variety of viewpoints in the District also constitute a risk.

In testing out ideas through short-term projects, it may become clear that some are not a good fit with existing industries, causing increased tensions. This highlights a need to maintain open lines of communication among diverse District stakeholders to ensure that temporary projects are accepted.

SOME TYPES OF USES ARE MORE WIDELY ACCEPTED THAN OTHERS

The District stakeholders we spoke with expressed differing opinions about what kind of uses would be appropriate.

We asked property and business owners to identify from a list of temporary uses (Appendix D) which uses they were particularly excited about and which uses they had concerns with. Among the 30 property and business owners we interviewed, we observed consistent support

There is work to do towards reaching the goal of a shared vision

"The District needs to figure out what it wants to be."

- a District real estate professional

While temporary use offers an opportunity to test out and demonstrate possible visions for the District, the variety of viewpoints in the District also constitute a risk

Some of the potential uses proposed to property owners raised concerns that were based on limited information

for short-term art projects, as well as green technology demonstrations and product displays. Other options got primarily positive but somewhat mixed responses, including: farmers' markets, events and performances, urban agriculture, including community gardens, and parking. For vacant land in particular, active uses that would put more "eyes on the street" were desired over passive ones that would require security and maintenance. Results

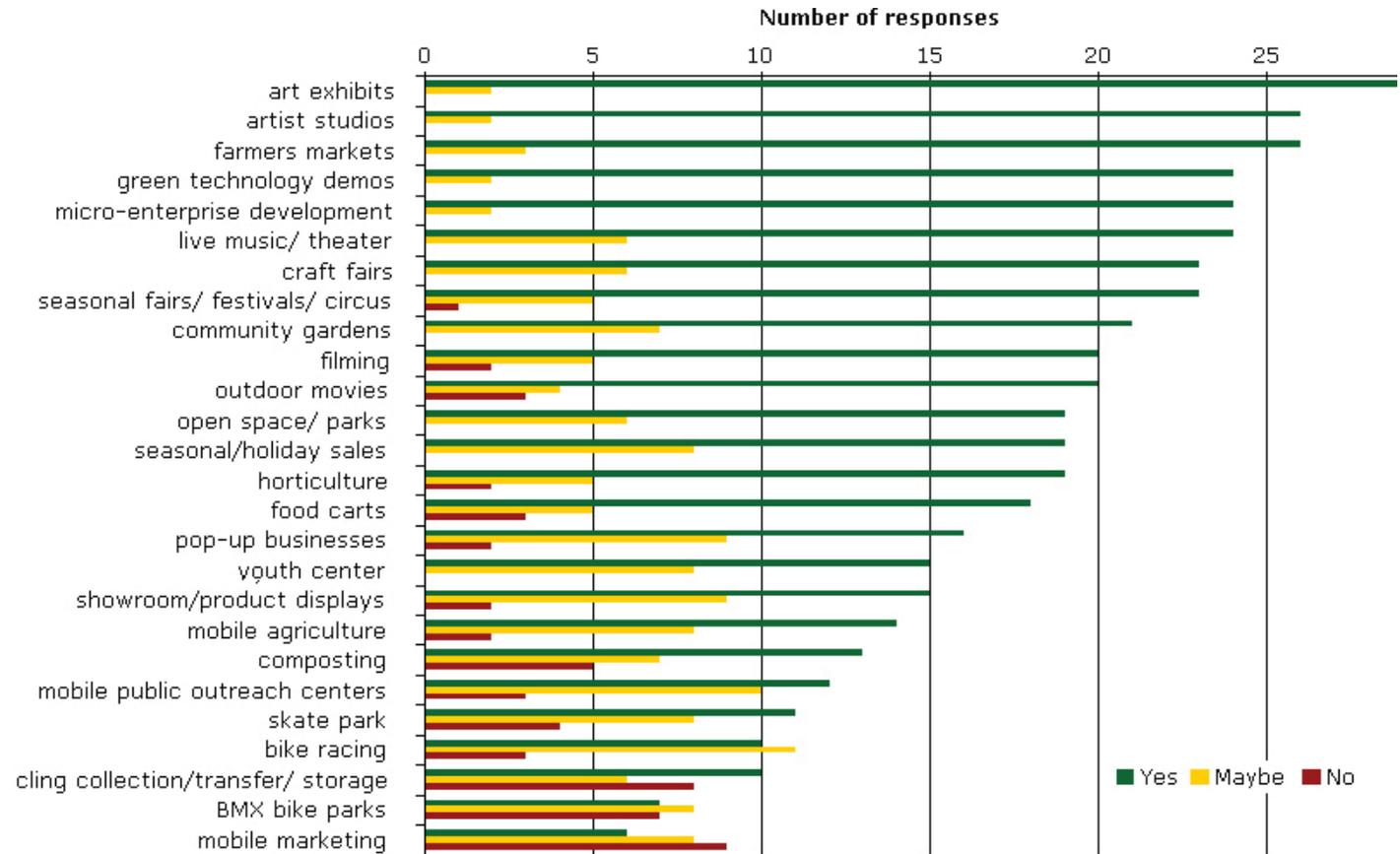
from a survey performed at the April 23rd networking event echoed the sentiments expressed in interviews. (See Figure 5 below).

Some of the potential uses proposed to property owners raised concerns that were based on limited information.

For example, District property owners raised concerns about composting as a temporary use based on their expectations of smell

and rat problems. However, composters can design their projects to prevent these problems. This illustrates a need for more shared information between potential users and owners. If the CEIC takes on the role of promoting vacant space and temporary use, it will need to anticipate and address community reactions to the uses. It will be a challenge to balance making sure uses are compatible with the District and ensuring that people have accurate information.

FIGURE 5. SURVEY RESULTS: WOULD YOU LIKE TO SEE ANY OF THESE TEMPORARY USES IN THE CEID?



WHAT WE FOUND: BARRIERS

BARRIERS

FEW CONNECTIONS CURRENTLY EXIST BETWEEN USERS AND OWNERS

People who have temporary space and people who are looking for space are not currently aware of each other.

Although we uncovered a number of examples of short-term events that have taken place in informal spaces in the District, we found few property owners who were actively seeking temporary users. In addition, while potential space users expressed a strong demand for temporary spaces, they were not aware of property owners who had space available, nor were they familiar with any coordinated effort to advertise vacant space to temporary users. Identifying spaces and users and making them aware of each other will be one of the first challenges to address in establishing a temporary use program.

A small market makes it hard to find matches.

Several property owners and real estate professionals expressed doubt that there were enough parties interested on either side (property owners or space users) to make a viable market for temporary use of space. While our research suggests that there may be more interested parties than either constituency is currently aware of, user's needs may be fairly specific, and conditions must be right for property owners to consider temporary use. As awareness and interest grows, this will become less of a barrier, but our experience playing matchmaker

with the test cases shows that having a small pool of projects and a small pool of spaces makes finding an appropriate match a challenge.

The coordination needed to bring people with space together with people who are looking for space takes time and effort.

We heard suggestions during our round table event to make the process as automated as possible, but both our efforts to play matchmaker and our research into programs in other cities both revealed that forging the connections between users and owners takes coordinated work to set up contracts, negotiate terms, and clarify expectations. Added investment is needed to bridge the communications gap between parties.

COMMUNICATION IS CHALLENGING BETWEEN USERS AND OWNERS

Effectively communicating time requirements and managing expectations is critical for both property owners and those looking for temporary space.

For property owners who are actively attempting to lease their spaces, temporary use is typically a second best option. Potential users will need to be very clearly informed of the owners' expectations, the expected duration of their stay, and possible short timeframes for needing to relocate.

In our test cases, we identified a few groups who were looking for office space. The groups wanted to find low- or no-cost work space, but they

ideally wanted a place with long-term stability. However, lacking stable funding streams, the groups determined that they were willing to accept short-term commitments of space.

The challenge for encouraging temporary projects will be to carefully differentiate property owners with surplus, flexible-term spaces from property owners who are "making do" with temporary arrangements. It will also be crucial to differentiate space users who truly wish for temporary space from people who are reluctant to use temporary space but are faced with a lack of other options. Successful space and user matching efforts will need to be made with clear understanding of the expectations of each party.

In addition, some property owners expressed concern that the temporary users and other community members would get attached to the space and expect to be able to extend the duration of their project indefinitely. For example, there are well-publicized examples of cases where property owners allowed temporary community gardens on a site, only to face community protest when they sought to redevelop their land.

In Portland's South Waterfront District, concern about potential tenure conflicts for a temporary community garden was addressed in advance by making planting areas look and feel temporary, consisting of little more than piles of dirt surrounded by straw bales that could be quickly and easily removed.

Identifying spaces and users and making them aware of each other will be one of the first challenges to address in establishing a temporary use program

Effectively communicating time requirements and managing expectations is critical for both property owners and those looking for temporary space

“Providing information is good, but what we do is different. We really are that liaison role between donor and artist... We specialize in being able to speak both languages.”
- Erin Donnelly, LMCC

The extended review process is a challenge to the prospect of implementing an interim project on publicly owned land

Communication between property owners and temporary space users can be challenging; providing information alone will not be adequate to bridge communication gaps.

Erin Donnelly, who coordinates a highly successful arts space program for the Lower Manhattan Cultural Council, described her role in communicating between property owners and temporary space users: “Providing information is good, but what we do is different. We really are that liaison role between donor and artist... We specialize in being able to speak both languages.”

Over the course of the project, it became clear that property owners and potential users often have widely differing backgrounds, varied knowledge about existing programs, and operate within a range of understanding about legal requirements. The wide difference in perspectives and communication styles means that they oftentimes do not understand the others’ needs, interests, and expectations. Successful brokering between temporary spaces and space users is about more than just providing information; it’s about building relationships and bridging different social worlds by being a liaison, a translator, and negotiator between parties.

PUBLIC PROPERTIES ARE SUBJECT TO ADDITIONAL SCRUTINY

For publicly owned properties, the need to conduct significant amounts of education and outreach about activities happening on the sites poses a public relations challenge and a burden on staff work loads.

It became clear over the course of the *No*

Vacancy! project that there are different expectations for public properties than for private properties. People expect to have input into the uses of public properties, so agencies must conduct public review of proposed projects. For example, the PDC has established criteria for approval of interim uses at the Burnside Bridgehead site and reviews proposed projects with a group of 12 people who make up the project’s Citizen Advisory Committee. The extended review process is a challenge to the prospect of implementing an interim project on publicly owned land.

TRAFFIC AND PARKING ARE COMMON CONCERNS

Traffic and parking concerns were broadly shared by business and property owners. Because the CEID is an active industrial area, there are many large trucks moving in and out of the area during most times of day. Interviewees explained to us that longer-term District business people are used to being accommodating to industrial traffic, but newer users are less tolerant of the trucks. There is also potential for conflicts between bicyclists and truck drivers. Non-commercial vehicles, including bicycles, are perceived to interfere with truck traffic. While concerns were strongest about increasing congestion during business hours, interviewees noted that many of the District businesses operate all day and on the weekends and that truck access is important at all hours. Encouraging temporary projects must, therefore, be done with careful consideration of the potential impact on traffic, parking, and tensions between different types of vehicles.

RED TAPE PRESENTS BARRIERS, REAL AND IMAGINED, TO TEMPORARY USE

Permits, insurance, and other legal requirements can be daunting obstacles to people who are unfamiliar with them.

Several key requirements including zoning, building permits, system development charges, noise variances, liability insurance, and contracts emerged as red tape for temporary projects. Because temporary space users may be starting projects on their own for the first time and property owners may be leasing on a temporary basis for the first time, neither may know the existing legal requirements they will need to follow. For example, the owner of a garage space was willing to consider having people host events in the space but was unaware of the need to obtain occupancy permits for certain types of events. Lack of awareness of existing regulations can result in citations or last-minute scrambles and unexpected expenses.

Certain regulations appear to penalize interim use of vacant space.

The way that temporary use is currently defined in the guidelines for Transportation and Parks System Development Charges (SDCs) makes it seem that temporary structures used for less than 180 days are exempt from SDCs, but temporary use of existing permanent structures are not exempt. Although the regulations are not applied this way in practice, the existing language could discourage those with temporary projects in existing structures from pursuing their ideas.

In addition, the way “previous use” is defined for the Transportation SDC can discourage interim use of vacant sites. According to the guidelines for implementing the

WHAT WE FOUND: BARRIERS

Transportation SDC: “‘Previous use’ means the most recent permitted use conducted at a particular property.” (The Parks and Recreation SDC guidance uses a different definition of previous use: “‘Previous use’ means the most intensive use conducted at a particular property within the past 36 months from the date of completed application.”) The Transportation SDC for new development is calculated by subtracting the charge that would be required based on the trip generation of the new development from the amount calculated for the previous development. Thus, how previous use is defined can have important financial ramifications for property owners.

For example, consider a site where there are plans for eventual redevelopment and where buildings have been demolished. In this example, at the time of redevelopment, any interim use of the site that requires permits from the City would be considered the “previous use”. The interim use has the potential to cause the property owner to forfeit credit for prior, more intensive use of the site.

This SDC issue is the reason that one owner of a large, privately-owned vacant lot in the CEID, which has been sitting vacant for years awaiting redevelopment, has not allowed any interim uses on the property. If the Transportation SDCs were revised so that they more closely matched the definition used by Parks and Recreation, it would allow for interim site uses that are less intensive than the prior use of the site without impacting the eventual calculation of SDCs for redevelopment.

The federal tax code does not allow for tax deductions for donating rental space to non-profit organizations.

Several non-profit organizations we spoke to were hoping to obtain space for free or at a discount for short- or long-term use based on the impression that the property owner would be able to receive a tax break for their generosity. According to Idealist.org, however, below-market or free rent does not qualify for a charitable contribution deduction for the donor/landlord because the amount of the discount was never received (and taxed) as income in the first place. Idealist.org does note a potential work-around (charging full market rent, then donating some or all of that income back to the non-profit) but cautions that there are some legal minefields to watch out for.

For more information:

www.idealist.org/if/i/en/faq/425-215/69-32

CAPACITY

People starting projects for the first time may need professional development support in addition to space.

Some people are putting their ideas or dream projects into writing and action for the first time – they may be tentative, shy, or terrified of taking this first step. For example, one person we spoke to would like to launch a film school that would include workshops, screenings, and work spaces. He was nervous about putting his dream into words and sending it out to property owners to accept or reject. One challenge was to figure out how to communicate his willingness to scale or phase the project

depending on the available space. As his experience shows, having access to space is one part of assisting the incubation of new projects, but there is clearly a need for additional kinds of support for people with newly emerging projects, such as help with business or project planning.

Property owners rarely have the time to market their property for non-revenue generating uses.

Even for property owners willing to allow temporary use of their spaces, one of the primary barriers to their participation will be willingness and capacity to advertise their spaces for uses that may not generate any revenue. To overcome this barrier it might be necessary for some outside entity to take on the role of advertising and leasing space for interim uses. Of course, assigning space brokering duties to an outside organization, like the CEIC, will present another set of challenges, which are discussed next.

CEIC and other agencies have limited capacity to undertake new programs.

Several organizations and City agencies have indicated that they could contribute to a temporary use program and that they think one would be useful; however, because this would be a new program and budgets are particularly tight right now, it is difficult to assign responsibility to any one organization's existing duties. Currently, the CEIC's staff time and other resources are limited, but the CEIC has indicated it could help with marketing a temporary use program in the District.

Property owners rarely have the time to market their property for non-revenue generating uses

Some people are putting their ideas or dream projects into writing and action for the first time – they may be tentative, shy, or terrified of taking this first step

CHAPTER 4 RECOMMENDATIONS

While temporary projects are currently a possibility in Portland generally and the Central Eastside Industrial District (CEID) specifically, those who wish to undertake them face many challenges and barriers, as described in Chapter 3. There are a number of ways in which the Central Eastside Industrial Council (CEIC) and other agencies and organizations around the City can work together to make it easier to activate vacant spaces for temporary projects. The following recommendations address both policy and programmatic changes. The CEIC can play a role in securing implementation of all these recommendations, but success will depend on the CEIC partnering with other agencies and organizations.

RECOMMENDATIONS

RECOMMENDATION 1: IMPROVE SOURCES OF INFORMATION AND EDUCATION

PROBLEM STATEMENT

“Temporary use” invokes a range of ideas, expectations, and concerns from property owners, temporary users of space, and members of the surrounding community. Lack of information about types of interim projects can discourage owners and neighbors from being supportive of them; it can also limit potential temporary spaces users’ imagination and awareness of possible projects. Lack of clarity in expectations between the property owners and temporary users can make projects more difficult for both parties and can even prevent a temporary project from coming to fruition.

Improved sources of information and education can inspire better temporary use projects. They can also provide owners with a better understanding of the latent utility in their space, prepare potential users for the responsibilities and risks of utilizing vacant space, highlight opportunities for financial assistance, and give both parties tools for defining relationships and ensuring that their project meets regulatory and permitting requirements.

STRATEGY A

USE AND DISTRIBUTE THE HOW-TO GUIDE WE PRODUCED: *No Vacancy! A Guide to Creating Temporary Projects in the CEID.*

No Vacancy! A Guide to Creating Temporary Projects in the Central Eastside Industrial District provides practical “how-to” information for property owners and potential temporary space users. The guide includes a step-by-step process for creating and hosting temporary projects, as well as resources to help both space users and property owners work through the road blocks and challenges to temporary projects. The guide includes:

- a brief description of why temporary use is important and examples of temporary use projects,
- a checklist for property owners on how to host a temporary use project,
- an example property profile form for property owners,
- a checklist for users on how to find a home for a temporary project,
- an example project description form for temporary space users,
- information on liability insurance,
- information on permitting requirements for temporary use, and
- a “phonebook” of contacts for more information.

This how-to guide can serve as a starting point for distributing information to both property owners and people with ideas for projects. It will need to be revised and updated over time to remain relevant and accurate. The CEIC can collaborate with relevant agencies and organizations to update the information as needed.

The simple existence of a how-to guide is not enough to ensure that people will receive the information. People need to know that the guide is available and where to find it. The guide should be available online and as a hard copy from relevant organizations and agencies, including the CEIC.

ACTION OPTION 1: Designate one website as the central place for the how-to guide. Supporting partners could simply provide a link to that site. Some options for places to host the how-to guide include:

- the CEIC website (<http://ceic.cc>),
- the Bureau of Development Services (BDS) Small Business webpage (www.portlandonline.com/bds/smallbusiness),
- the Small Business website on the Mayor’s webpage (www.sbapdx.com), and
- the “business express” web tool currently being developed for the Mayor’s office.

Strength: A single point of access for the information would ensure that the same information is provided to everyone and would reduce fragmentation of available information.

Weakness: With multiple organizations involved, determining the best home for the information and who will be responsible for maintaining it could be a challenge. Also, the CEIC may want to make sure that the organization is affiliated with the how-to guide, so the CEIC may want to take on web-hosting responsibilities.

ACTION OPTION 2: The CEIC and other agencies and organizations could post the how-to guide and any other relevant resources on their websites.

Strength: Individual organizations and agencies can tailor the information provided to their constituents and maintain control over its provision.

Weakness: Information will remain fragmented, and it will be harder to know who is doing what and what information is being distributed where.

ACTION OPTION 3: All interested organizations could work to develop a wiki-type site that would allow information sharing from various websites.

Strength: A wiki-type site would both centralize information and allow individual organizations control and specificity.

Weakness: A wiki-type site may be technologically difficult, especially because of protocols and standards for websites managed by public agencies.

**STRATEGY B:
THE CEIC SHOULD ESTABLISH RELATIONSHIPS WITH KEY CITY AND PARTNER ORGANIZATION STAFF WHO ARE BECOMING EXPERTS IN TEMPORARY USE OF VACANT SPACE.**

Even if the information listed above is freely available online and easy to find, people who want to implement a temporary project will likely still have follow-up questions. Those agencies and organizations that can – and often already do – serve as resources to those trying to do temporary projects (such as BDS, the Mayor’s Office, PICA, RACC, PCC, Mercy Corps NW, and the CEIC) should ensure that relevant staff:

- are familiar with the concepts of temporary use of vacant space,
- understand how they can help those who are trying to do temporary projects, and
- know other key contacts, so that they are able to direct people to the appropriate resources.

It may be best to have a single point of contact to address many of the questions, such as the BDS small business liaisons, who can answer code and permitting questions. A single point of contact would not require creating new teams; rather, it would entail ensuring that existing staff and teams are knowledgeable and able to help connect people to additional resources. The CEIC Executive Director should know who the contact people are in the relevant agencies and organizations and should work to maintain open lines of communication on issues relevant to temporary projects.

**STRATEGY C:
THE CEIC AND THE CITY SHOULD USE THEIR EXISTING NETWORKS TO DISSEMINATE INFORMATION ABOUT TEMPORARY PROJECTS AND BUILD AWARENESS AND UNDERSTANDING OF THEIR POTENTIAL BENEFITS.**

Raising awareness of both the potential of temporary projects and the steps to make them happen is important for both potential space users and property owners. Some options to get the word out include (these are not mutually exclusive):

ACTION 1: Host a Lunch & Learn at BDS. “Lunch and Learn” is a BDS-hosted community education program. Sessions are held on the second Friday of each month and are meant to provide an opportunity for community members to explore current development topics in an informal format. For more information, see the BDS website: www.portlandonline.com/bds/index.cfm?c=36908.

ACTION 2: Include announcements in citywide news publications to inform residents and business owners about temporary projects.

ACTION 3: Make a short video clip about temporary use of vacant space. The video could include inspiring examples of temporary projects in vacant spaces and could identify helpful resources for people to do their own projects. The video could be posted on the CEIC website, BDS’s “You Tube” webpage, and on other agency websites. (See the BDS “You Tube” webpage: www.youtube.com/bdsoutreach.)

ACTION 4: The CEIC can use its website, email distribution list, committee meetings, and other events to get the word out to CEIC members about where information is available.

Even if property owners and those looking to do temporary projects are well-informed about how to do them, members of the general public may not understand the potential benefits of temporary projects and may have concerns about specific temporary uses. The CEIC should partner with other agencies and neighborhood and business associations to build public understanding and acceptance of the concept of temporary projects and should help those whose temporary projects may suffer from public misconceptions build support and trust among nearby stakeholders.

RECOMMENDATIONS

RECOMMENDATION 2: IMPROVE CONNECTIONS BETWEEN POTENTIAL USERS AND PROPERTY OWNERS.

PROBLEM STATEMENT

Finding appropriate space is central to the success of a temporary project. Currently, social networks serve as the primary mechanism linking potential temporary uses to vacant spaces. The array of successful temporary uses taking place in Portland each year, especially in the arts community, demonstrates the strengths of Portland's social networks and the effectiveness of this model to provide space for creative endeavors.

However, our research suggests that there is limited overlap between the social networks of CEID owners of vacant space and many types of space users. Thus, some temporary space users do not find space due to lack of access to amenable owners; likewise, some vacant spaces sit dormant because owners are unaware of potential temporary projects that they would consider beneficial to their space. Further, brokerage firms do not currently arrange temporary use due to low sales commissions.

A "temporary space broker" or web-based database that people could use to search for space and for projects that need space could serve as a link between networks and would help to overcome the disconnect between temporary space users and owners.

STRATEGY A

THE CEIC SHOULD HELP ITS MEMBER PROPERTY OWNERS ADVERTISE AVAILABLE SPACE AND CONNECT WITH TEMPORARY SPACE USERS.

The CEIC could assist members in finding ways to lease, program, or activate their vacant spaces on an interim basis by centralizing information on available spaces.

ACTION OPTION 1: Provide an online bulletin board where members could advertise spaces they have available for interim uses and people looking for space could describe their proposed projects and space needs.

Strength: This would require relatively little effort by the CEIC. Limited capacity by partner organizations creates an incentive to automate a process of matching projects with spaces. By consolidating information about available properties and/or proposed projects in one location, a temporary use program could be somewhat self regulating.

Weakness: This option would be similar to a "craigslist" dedicated to temporary use. Property owners might not feel comfortable posting all the relevant information about their properties and could end up being bombarded with requests for use of their space. Automation would be best used in complement with some kind of space brokering or coordinating entity.

ACTION OPTION 2: Provide a more formal and controlled online database of available spaces. Property owners in the CEID could fill out an online form to enter their spaces in the database. The database could be password-protected so that only approved organizations or individuals could access the information.

Strength: This would allow property owners to describe their property in detail with some amount of expected confidentiality and would prevent them from being overwhelmed by requests for space. It would also provide a more complete and consistent set of information to those looking for space.

Weakness: This option would require some effort by the CEIC to vet organizations looking for space and grant access to the site.

ACTION OPTION 3: If the CEIC forms a Business Improvement District (BID), activating and programming vacant storefronts and other vacant space in the District could be included as one of the BID's functions.

Strength: BID funding could be used to support staff time to actively recruit or program temporary projects in the CEID.

Weakness: This option would require allocating BID funds, which may be challenging to do.

ACTION OPTION 4: The CEIC could partner with a program like galleryHOMELAND to help program vacant spaces with temporary projects. For more information, see galleryHOMELAND's website: www.galleryhomeland.org.

Strength: Partnering with an organization that has connections to the art community would make it easier to connect with artists.

Weakness: This option would require some funding, either generated by the users or by the CEIC. Also, there are many potential temporary projects that are not art-related; partnering with one type of support organization may make it harder to attract a wide variety of potential temporary projects.

RECOMMENDATION 3: ENCOURAGE INTERIM USE OF PUBLICLY-OWNED LAND THAT IS VACANT, ANTICIPATING REDEVELOPMENT, OR DISUSED.

STRATEGY B: UMBRELLA ORGANIZATIONS CAN HELP THEIR CONSTITUENTS FIND VACANT SPACES.

PICA and RACC already serve help to connect some arts groups and artists with vacant spaces. Other organizations could be encouraged to assist their constituents in finding temporary spaces. For example, Portland Community College (PCC) representatives have indicated interest in partnering with the CEIC to connect emerging businesses with temporarily available spaces. PCC already creates links between small businesses and work spaces and could help with communication with businesses and property owners. PCC's Small Business Development Center is located in the CEID, and PCC wants to make more connections with people in the District.

PCC representatives have also suggested that they could work with temporary space users to set up projects as continuing education classes through PCC's Community Education program. The Community Education program has an established process for securing space, advertising events, and handling liability. However, Community Education programs, though extensive and diverse, are not an appropriate vehicle for many other forms of temporary use.

Other umbrella organizations that represent people in need of space for temporary projects could play a brokering role for their constituents. These organizations understand the needs of their constituents and can tailor programs to the needs of their members. However, something to keep in mind is that many people with ideas for temporary use may not be part of established umbrella organizations. If one of the goals is to inspire innovative projects and start-up businesses, the CEIC should work to attract individuals who may not be affiliated with other groups.

PROBLEM STATEMENT

The largest parcels of vacant land in the CEID are publicly owned. The Oregon Department of Transportation (ODOT)-owned blocks just north of the Hawthorne Bridge, the Portland Development Commission (PDC)-owned Burnside Bridgehead site and Washington High School are all controlled by public agencies. Each of these sites has remained vacant for extended periods of time while the future "permanent" uses are being determined. By allowing interim uses, public agencies can support innovative activities, prevent blight and nuisance, foster energy and activity in otherwise empty space, enable economic activities, and encourage the emergence of thoughtful, community-driven visions for the properties' redevelopment.

STRATEGY:

PUBLIC AGENCIES THAT OWN VACANT PROPERTY SHOULD ESTABLISH AND PUBLICIZE POLICIES FOR INTERIM USE.

Public agencies that own land should establish interim use policies (if they do not already have them for land that is vacant, anticipating redevelopment, or disused). Public agencies should seek to minimize the transaction costs involved in approving interim uses. Several agencies, including PDC and ODOT, already have policies regarding how interim use projects can happen on their properties, but they are not readily available to the public. Better public information would enable potential users to figure out what the process and requirements are for initiating a project.

ODOT and PDC policies are reactive, delineating what is allowed but say nothing about whether the agency should promote or encourage interim use of its vacant property. In some cases, it may be appropriate for the agency to change its policies to become more proactive (ODOT may be moving in that direction, for example), but it will depend on the agency's capacity to manage interim uses.

Any change of protocol is likely to be a challenge and require some advocacy and support by other interested parties. The CEIC can advocate for these changes and work to shape the policies to support the needs and priorities of the District. To the extent possible, policies should be made consistent across agencies and bureaus to minimize confusion for space users.

RECOMMENDATIONS

RECOMMENDATION 4: DEMONSTRATE THE BENEFIT OF TEMPORARY USE OF VACANT SPACES IN THE CEID.

PROBLEM STATEMENT

Both individual business owners and the CEIC share goals of raising awareness of shared priorities, diverse assets, and the District's overall potential. Many business owners in the CEID are interested in temporary projects as a way of supporting those goals, but they are uncertain of the benefit temporary projects could bring to their businesses. Some have concerns about potential negative impacts from increased traffic or parking demand due to temporary uses. (See Chapter 3 for a discussion of perceived barriers).

STRATEGY A: THE CEIC SHOULD DEMONSTRATE THE POTENTIAL OF TEMPORARY PROJECTS TO BENEFIT BUSINESS OWNERS AND THE DISTRICT.

The CEIC could sponsor a temporary project of its own to activate a vacant space, illustrate the potential benefits of temporary projects, and help market the CEID and its businesses. One possible project would be to create a storefront display that could be placed in a high-traffic, vacant street level retail space. The display would showcase the diversity of businesses in the CEID, in addition to demonstrating a potential type of temporary project. Of course, this project would require time and funding, but it could be a helpful first step in demonstrating the benefits of temporary projects.

The CEIC could also pursue partnerships with neighborhood associations to host events such as block parties or initiatives that relate to neighborhood sustainability goals (such as composting or wind turbine displays).

STRATEGY B: THE CEIC SHOULD ENSURE THAT THE TEMPORARY PROJECTS IT SUPPORTS ARE ACCEPTABLE TO DISTRICT STAKEHOLDERS.

The CEIC should use its existing committees, such as the Land Use Committee, to provide a forum to address concerns that arise from temporary projects that are supported or enabled by the CEIC. Maintaining the broad, if not universal, support of District stakeholders will be critical to the success of a temporary use program.

RECOMMENDATION 5: INCREASE ACCESS TO LIABILITY INSURANCE FOR TEMPORARY PROJECTS.

PROBLEM STATEMENT

One major challenge to temporary projects is the common requirement by property owners that those who use their properties must have general liability insurance. The limited types of policies available, the cost, and the lack of brokers who specialize in temporary use can cause problems for those seeking to use vacant spaces. Because most general liability insurance policies are written for an annual term, temporary space users are put at a disadvantage when asked to purchase annual insurance for a project that lasts less than one year.

STRATEGY A: THE CEIC SHOULD WORK WITH LOCAL INSURERS TO IDENTIFY PREFERRED PROVIDERS FOR TEMPORARY PROJECTS AND ENCOURAGE DEVELOPMENT OF ADDITIONAL SHORT-TERM POLICY OPTIONS.

The following types of policies do not exist but should:

Flat-fee policy: Similar to Special Events policies available for one-time occurrences, a lessee would have the option of paying a flat-fee for an activity or event. This kind of policy would basically be an expansion of the definition of "special event" to include other types of temporary uses.

Short-term policy: Although insurance companies suggest that hefty administrative costs associated with short-term policies limit their capacity to offer such policies, a short-term policy option might be appealing to a broker if it could expand her or his client base. Identifying a few local insurance brokers that are able to accommodate short-term policy needs at a reasonable price would support temporary activities and development and could also expand the insurance provider's clientele base.

STRATEGY B: THE CEIC SHOULD CONSIDER PURCHASING LIABILITY INSURANCE THAT COULD COVER GROUPS OR ORGANIZATIONS CONSIDERING TEMPORARY PROJECTS IN THE CEID.

See Southeast Uplift for an example of umbrella insurance coverage.

RECOMMENDATION 6: REMOVE COSTLY REGULATORY BARRIERS TO INTERIM USE OF VACANT SPACE.

PROBLEM STATEMENT

As described in the Chapter 3, City regulations governing System Development Charges (SDCs) for transportation and parks can discourage property owners from allowing interim use of their property by potentially increasing the amount of the SDCs at the time of redevelopment and creating uncertainty about whether various types of temporary projects will be exempt from charges. The primary problems stem from definitions of key terms, including “temporary use” and “previous use”.

STRATEGY: THE CEIC SHOULD ENCOURAGE THE BUREAU OF TRANSPORTATION TO REVISE TRANSPORTATION SDC RULES TO EXEMPT INTERIM USES FROM CHARGES.

The CEIC should encourage the Bureau of Transportation to implement the following recommended changes:

Revise definition of “temporary use” to make it clear that any use that is in place for less than 180 days is exempt, not just activities that occur in temporary structures.

Revise the definition of “previous use” so that interim site uses do not forfeit credit for prior, more intensive development. Consider adopting a definition consistent with the one used for the parks SDC or simply provide clarification that any activity exempted under the “temporary use” provision will not forfeit credits.

These revisions would remove barriers to interim use of vacant land and would avoid penalizing property owners who keep their sites active.

RECOMMENDATION 7: REDUCE FINANCIAL BARRIERS TO TEMPORARY USE BY NON-PROFITS.

PROBLEM STATEMENT

Many of the organizations that are interested in pursuing temporary projects are non-profits. They are often operating on shoe-string budgets, trying to do things that are good for the community. They may have difficulty securing access to space at market rates, even on a short-term basis. The fact that tax deductions for donating or discounting rental space are not available or require complex arrangements with potential legal concerns, as described in Chapter 3, is a setback for low budget non-profit organizations.

STRATEGY: THE CEIC SHOULD SUPPORT THE MOTIVESPACE COALITION IN EXPLORING POTENTIAL SOLUTIONS FOR TAX DEDUCTIBILITY OF DONATING SPACE TO NON-PROFITS.

The motiveSpace Coalition is working to understand these issues of donating rental space and to develop solutions. The CEIC should support this effort and should help to educate property owners on this subject. If solutions could be found to make it more financially attractive for property owners to donate space to non-profits, it would expand the opportunities for temporary use.

CLOSING REMARKS

While the *No Vacancy!* project focused on the applicability of temporary use in the Central Eastside Industrial District (CEID), our findings suggest that any neighborhood or business district with vacant land or built space could potentially benefit from implementing a program to support interim use of that space. Listed below are some suggestions for how to get a temporary use program started in your neighborhood or district.

Figure out what your neighborhood wants with respect to the variety of possible uses presented in this report.

Discuss the uses listed in Appendix D at a neighborhood or business association meeting to see which get positive or negative feedback. Consider developing criteria for temporary uses that everyone can agree on, while keeping an open mind. There are many temporary projects that you would never dream up yourselves, so leave some room for creativity.

Find out what the zoning allows.

It may help to talk to someone at the Bureau of Development Services (BDS) to get a feel for how the kinds of things the neighborhood or business association is excited about fit into zoning and other development regulations.

Meet with arts organizations, non-profits, small businesses, and other potential temporary users.

Is there already a neighborhood or district constituency that could benefit from increasing the number temporary use projects and would be excited to participate? Is there an organization in your area that is already doing some of this work?

Figure out which vacant properties people most want to see activated and determine who owns them.

Portland Maps (www.portlandmaps.com) has ownership information.

If the properties are publicly-owned, get in touch with someone in the right agency or bureau to find out what the plans are for those properties and what their policies are on interim use.

If vacant storefronts are an issue, try to contact the owners and see if they would be willing to consider interim uses. Be prepared with examples of the types of uses that are feasible and fit with your neighborhood criteria.

Consider the capacity of your neighborhood or business association.

If you want to implement a temporary project as an association, consider these questions as a starting point, then browse the *No Vacancy!* how-to guide for more information on hosting or housing a temporary project.

- Do you have liability insurance that could cover a temporary project?
- Can a central point person take charge of monitoring the site to ensure that the rules are being followed and deal with any concerns or complaints?
- Can the neighborhood or business association develop and maintain a listing of vacant properties available for interim use?

Consider the capacity of others in the neighborhood or district.

Are other organizations in your area actively pursuing temporary use? Do they have the capacity to be potential partners?

Contact city-wide organizations that do the kind of uses you are interested in promoting.

Let them know that your neighborhood or district has vacant property available and that you are willing to help make connections with property owners.

Provide opportunities for feedback on any temporary project that does get implemented.

Make sure that there is still broad support for the types of uses that are happening and for the program generally. One of the benefits of temporary use is that you have the opportunity to see how things go and revise the criteria or program, if needed.

We hope that expanding awareness of and opportunities for interim use of vacant space will help activate and enliven neighborhoods and business districts throughout the City of Portland and beyond. As we have demonstrated in this report, vacant spaces can provide opportunities for innovative projects and ideas to come to fruition. It will take committed supporters and advocates in many neighborhoods, organizations, and City bureaus to expand opportunities for temporary use of vacant space. Your neighborhood or business association can help make this a reality.

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APPENDIX A: PRECEDENT STUDY

"Uses for Vacant Space"

"Organizations that Support Temporary Use for Empty Space"

Please see pocket for these pamphlets.

APPENDIX B: ZONING AND EXISTING USES IN THE CEID

The Central Eastside Industrial District (CEID or District) is, true to its name, primarily an industrial area, with much of the District zoned for industrial use (see zoning map on page 39) and designated in the City's Comprehensive Plan as an Industrial Sanctuary. There is much more diversity in the District than this designation would suggest, however. Commercial and retail corridors run through the District along major streets, including Martin Luther King Jr. Boulevard, Grand Avenue, SE 11th and 12th Avenues, Burnside Street, Sandy Boulevard, and Morrison Street. These areas, which are largely zoned for mixed commercial and industrial uses (Central Employment or EX - see zoning map), provide services, amenities, and vitality to the District.

All told, the District is home to roughly 1,100 businesses and 17,000 employees in a variety of industries. The CEIC's *Vision and Strategic Plan* identifies existing industry clusters including:

- metal fabrication,
- wholesale trade,
- food distribution,
- building and construction,
- stone/clay/glass manufacturing,
- woodworking/wooden furniture manufacturing,
- home improvement/repair/remodeling, and
- auto sales and parts.

Secondary and emerging industry clusters identified include:

- film and video production,
- equipment and industrial product design,
- creative services,
- printing, and
- sustainable support industries.

In addition, the Oregon Museum of Science and Industry (OMSI) and Portland Community College serve as important institutional anchors at the southern end of the district.

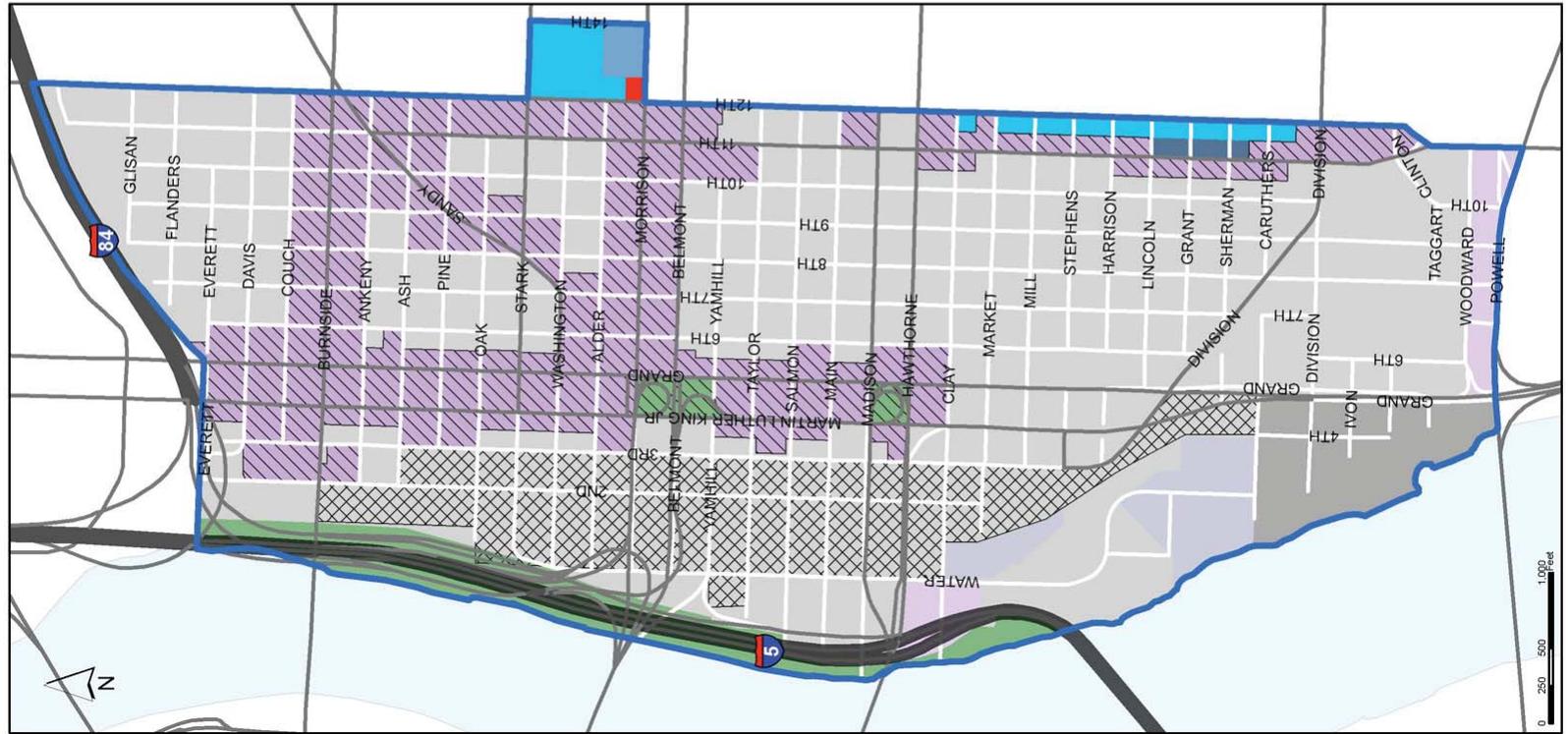
The district's diverse mix of businesses has expanded even more since 2003, when the Employment Opportunity Sub-Area (EOS) was adopted. The EOS currently functions as an overlay on top of the base General Industrial (IG1) zoning in a narrow

APPENDIX B: ZONING AND EXISTING USES IN THE CEID

north-south strip roughly between Water and 3rd Avenues running from Burnside Street to SE Caruthers (see zoning map). Within the EOS, greater flexibility is provided in terms of the allowed uses, with slightly higher allowances for retail and traditional office uses, and a much higher allowance for “industrial office” uses that include a range of creative services. This area has seen considerable development activity since the adoption of the EOS, including adaptive reuse projects like the RiverEast Center, Eastbank Commerce Center, and Olympic Mills Commerce Center, and, according to the *Vision and Strategic Plan*, now has the highest employment density in the CEID.

A more detailed analysis of CEID zoning and its implications for temporary use is included in the how-to handbook that accompanies this report, *No Vacancy! A Guide to Creating Temporary Projects in the CEID*.

Central Eastside Industrial District
Zoning and Overlay Districts



Zone	Zone
IG1	General Industrial 1
IH	Heavy Industrial
EX	Central Employment
EG1	General Employment 1
EG2	General Employment 2
CS	Storefront Commercial
OS	Open Space
R1	Residential 1,000
RH	High Density Residential
RX	Central Residential
Overlays	Overlays
	Design Overlay (d)
	Employment Opportunity Sub-Area

APPENDIX C: INTERVIEW QUESTIONS FOR PROPERTY OWNERS AND OTHER DISTRICT
STAKEHOLDERS

All Interviewees

- Describe what we know about their roles in the District; ask if there are any others we don't know about.
- Do you have general concerns/thoughts about temporary use?
- We've developed a list of types and examples of temporary uses happening around the world. Do any of the possible uses identified raise concerns for you in terms of negative impacts on your business (e.g competition or interference) or on the CEID generally?
 - What kind of impacts?
 - Can you think of anything that would help to mitigate those impacts?
- Do any identified uses fit particularly well with or support your business or the CEID generally?
- What criteria should we use to evaluate what would be appropriate (in the District as a whole or in your vicinity)?
- Do you know of anyone else we should talk to?
 - People who own vacant property in the District
 - People whose business some of these potential temporary uses could impact
 - People who have done temporary use before (either the user group or the property owner)
 - Other key District stakeholders (what would we want to learn from talking to that person?)

All Property Owners

- Confirm that we know about all the property they own in the CEID.
- How long have you owned the land/building/space?
- Investment objectives? Why own? Why buy?
- Have you ever had someone use your property for a temporary use?
 - What kind of use?
 - How long did they use the space?
 - Who initiated?
 - Motivation?
 - Arrangements (financial, contractual)?
 - Were there any improvements/modifications to the space involved?
 - How did it go? Would you do it again?
- Have you ever been approached by someone who wanted to use your property temporarily, or considered a temporary use, but decided against it? What were the issues?
- Do you foresee circumstances with your property that would lead you to consider temporary use (trouble leasing, excess space, public relations, marketing property, etc.)?

Owners of Vacant Property

- How long has the land/building/space been vacant?
- Previous uses/occupants?
- Long-term plans for the property?
- Current strategy:
 - Land: actively trying to develop?
 - Building space: actively trying to fill it?
 - How? Broker?
 - How much are you asking in rent?
- Have you considered temporary uses?
- What are your concerns with having a temporary use?
- Would you consider a use that would generate no or minimal rent?
 - Under what circumstances?
 - What stipulations would attach to that agreement?
- Does increasing the visibility of the property matter to you? How much does visibility matter?
- Are there any special circumstances related to this particular piece of property that would prevent you from hosting temporary uses?
- Have you had problems with vandals (or, for buildings, break-ins)? Problems with having the property remain vacant other than no rent?
- Would a tax penalty or tax break encourage you to find temporary users for the property? (Doesn't apply for parts of buildings or excess space.)
- Would you be interested in participating further with this project (test cases)?

Owners of Vacant Buildings or Buildings with Vacant Space

- Are there other tenants in the building? Would a temporary use clash with those tenants?
- Do you need to get full market rents in order to pay property taxes & debt service?
- Would you consider improvements to become a long-term host of temporary uses?

Real Estate Professionals

- If talking about a specific property:
 - How long have you managed the property?
 - How long has the space/property/land been vacant?
 - Previous occupants/uses?
- Have you ever helped arrange a temporary use?
 - What kind of use?
 - How long did they use the space?
 - Who initiated?
 - Property owner's motivation?
 - Arrangements (financial, contractual)?
 - Were there any improvements/modifications to the space involved?
 - How did it go?
- In what circumstances do you think it makes sense for a property owner to pursue a temporary use?
 - Is there a threshold in how long the property has been vacant?
 - In what circumstances would a temporary use that generated little or no revenue make sense?
- What kind of contracts would you want to have in place for a temporary use?
- What do you think the broker / leasing agent's role could or should be in arranging temporary uses?
- Do you see temporary uses as a helpful marketing/leasing strategy?
- How would you determine what kind of temporary uses would be appropriate for a particular property?
- Do you know any property owners in the District that might be receptive to considering a temporary use?
- How relevant do you think this concept is for the CEID? For the city as a whole?
- Do you think increasing temporary use of vacant properties would benefit the District?

APPENDIX D: LIST OF TEMPORARY USES SHOWN TO PROPERTY OWNERS

Event and Performance Spaces (Built and Outdoor):

Summer outdoor movies
Live music & theater performances
Seasonal fairs / festivals / circus

Recreation & Sports:

Velodrome (cycle racing track)
Ice skating rink
“Beach” / sand play area
Open space / parks
BMX bike park
Skate park

Educational and Community Spaces (Built and Outdoor Class or Meeting Spaces):

Youth Centers
Mobile / temporary public outreach centers
Book mobile, library, reading room

Urban Agriculture:

Mobile agriculture
Horticulture (growing trees or other plants to be harvested, or for phytoremediation)
Community gardens
Composting

Arts:

Art exhibits
Gallery
Moveable sculptures
Filming
Demonstration & display
Green technology demonstrations
Showroom / product display

Retail / Sales:

Food carts
Pop-up retail / restaurants (retail or restaurant locations open for a limited time)
Farmers markets
Crafts fairs
Seasonal/holiday sales
Mobile marketing operations

Work Spaces (Office, Workshop):

Micro-enterprise development, start up companies
Artist studios

Storage:

Parking
Storage / warehousing
Recycling collection / transfer / storage

APPENDIX E: INTERVIEW QUESTIONS FOR TEMPORARY USERS

What is your definition/objective/desire in temporary use?

What does informal space offer for your project/business that formal space does not?

What is standing in your way from doing the projects you want to do?

Have you done temporary use projects before?

What were the advantages of using a temporary site?

What difficulties did you encounter?

What kind of space would you want to use?

- Timeframe?
- Ability to pay?
- Could you provide your own liability insurance? (Or know/work with an organization who does?)
- For uses that need building space
 - What would you need as far as improvements or installations?
 - Would you be able to pay for those yourself?
 - What amenities or features are important to you (e.g. climate control, electricity, natural light, ample parking, high visibility, high ceilings, level ground, access to restrooms, etc.)?

How does informal use benefit the property owner?

Would it be helpful for you if there was a network of people interested in temporary use?

If so, how would you like to see that network work (online, periodic meetings, events, etc.)?

What would you like to know from other user groups or property owners?

APPENDIX F: SURVEY

No Vacancy!
EXPLORING TEMPORARY USES OF EMPTY SPACES IN THE CENTRAL EASTSIDE INDUSTRIAL DISTRICT

Do you own a business in the Central Eastside Industrial District (CEID)?

- Yes If yes, what type of business? _____
- No

Are you interested in using temporary space?

- Yes If yes, what type of temporary use? _____
- No

What do you do in the CEID?

- Live
- Work** Circle one: Daily / Weekly / monthly / never
- Eat** Circle one: Daily / Weekly / monthly / never
- Go to entertainment** Circle one: Daily / Weekly / monthly / never

Would you like to see any of these temporary uses in the CEID?

	Yes	Maybe	No
Art exhibits			
Outdoor movies			
Live music & theater performances			
Seasonal fairs / festivals / circus			
Bike racing			
Open space/parks			
BMX bike parks			
Skate parks			
Youth centers			
Mobile public outreach centers			
Mobile agriculture			
Community gardens			
Horticulture – growing trees or other plants to be harvested			
Composting			
Food carts			
Pop-up businesses (retail/restaurant locations open for a limited time)			
Farmers markets			
Craft fairs			
Seasonal/Holiday sales			
Showroom / product displays			
Mobile marketing			
Filming			
Green technology demonstrations			
Micro-enterprise development/start up companies			
Artist studios			
Recycling collection / transfer / storage			

Would you like more information about this project?

Name _____ Phone _____ E-mail _____

We will not share your contact information or use it for anything but this project.

APPENDIX G: ORGANIZATIONS THAT SUPPORT TEMPORARY USE

APPENDIX G: ORGANIZATIONS THAT SUPPORT TEMPORARY USE

Organization & Location	Parent Organization	Mission	Services Provided	Types of Use Supported	Funding Source	Web Site
Here and Gone: Temporary Public Art Portland, OR, USA	Regional Arts and Culture Council (RACC)	To engage the public without being concerned about building a permanent installation. “Temporary artworks may benefit a particular cause; pique public awareness of an important or timely issue; or simply add momentary beauty to a site.”	<ul style="list-style-type: none"> ▪ Identify and secure space ▪ Arrange mutual agreements between property owners and temporary users 	<ul style="list-style-type: none"> ▪ Public art 	RACC: local, regional, state and federal governments “Here and Gone”: zoning bonus program for developers	http://www.racc.org/publicart/hereandgone.php
Time-Based Art Portland, OR, USA	Portland Institute for Contemporary Art (PICA)	The TBA Festival celebrates every form of contemporary art and is one of the only festivals of its kind in North America.	<ul style="list-style-type: none"> ▪ Workshops ▪ Lectures ▪ Residencies ▪ Time-based Arts Festival (annually) ▪ Resource room 	<ul style="list-style-type: none"> ▪ All forms of contemporary art 	Non-profit with foundation, individual, and public support	www.pica.org
Adopt-a-Lot Escondido, CA, USA	City of Escondido, Department of Neighborhood Services	To allow citizens, neighborhood groups, and organizations to “adopt” public or private vacant land on a temporary basis for recreational use or community benefit purposes.	<ul style="list-style-type: none"> ▪ Arrange mutual agreements between landowners, user groups and city ▪ No-fee permit and land-use approvals for qualified projects 	<ul style="list-style-type: none"> ▪ Recreation ▪ Park / Community Use 	Public	http://www.ci.escondido.ca.us/depts/cs/neighborhood/community/adopt.html
Boston Art Windows Boston, MA, USA	Boston Redevelopment Authority	Display cutting-edge art installations in the windows of commercial property in downtown Boston	<ul style="list-style-type: none"> ▪ Identify and secure space ▪ Hire curators for spaces ▪ Arrange mutual agreements between storefront owners and artists 	<ul style="list-style-type: none"> ▪ Visual arts 	Public with private partners	http://www.bostonredevelopmentauthority.org/baw/about.html

APPENDIX G: ORGANIZATIONS THAT SUPPORT TEMPORARY USE

Organization & Location	Parent Organization	Mission	Services Provided	Types of Use Supported	Funding Source	Web Site
Boston Street Lab Boston, MA, USA		“Boston Street Lab is a non-profit producer of temporary programs and installations in downtown Boston.”	<ul style="list-style-type: none"> ▪ Identify and secure space ▪ Organizing resources (funding, supplies, volunteers) ▪ Site permitting and insurance ▪ Outreach, partnerships, and public relations ▪ Project management, accounting, and other production services ▪ Arrange mutual agreements between property owners and temporary users 	<ul style="list-style-type: none"> ▪ Outdoor movies ▪ Library ▪ Other 	Non-profit	http://www.bostonstreetlab.org/
Pop Up City Cleveland, OH, USA		“Temporary events and installations that occupy vacant buildings and activate vacant land in ways that shine a spotlight on some of Cleveland’s spectacular but underutilized properties.”	<ul style="list-style-type: none"> ▪ Identify and secure space ▪ Organize events ▪ Hold workshops on temporary use 	<ul style="list-style-type: none"> ▪ Dog parks ▪ Craft fairs ▪ Food ▪ Outdoor movies ▪ Visual arts ▪ Entertainment ▪ Music 	Non-profit with foundation and public support	http://www.cudc.kent.edu/popup/
Swing Space New York, NY, USA	Lower Manhattan Cultural Council	A space grant program that connects artists and arts organizations with vacant commercial space downtown.	<ul style="list-style-type: none"> ▪ Identify and secure space ▪ Curate space use via application ▪ Organize events ▪ Provide management ▪ Provide insurance coverage ▪ Offer project stipends when available 	<ul style="list-style-type: none"> ▪ Visual arts ▪ Exhibition ▪ Performance ▪ Rehearsal ▪ Studio 	Public with corporate donations, foundations, and public sources	http://www.lmcc.net/art/swingspace/overview/

APPENDIX G: ORGANIZATIONS THAT SUPPORT TEMPORARY USE

Organization & Location	Parent Organization	Mission	Services Provided	Types of Use Supported	Funding Source	Web Site
Phantom Galleries LA Los Angeles, CA, USA		Places temporary art installations in vacant storefront windows.	<ul style="list-style-type: none"> ▪ Identify and secure space ▪ Curate space use via application ▪ Arrange mutual agreements between property owners and temporary users 	<ul style="list-style-type: none"> ▪ Visual arts 	For profit	http://www.phantomgalleriesla.com/
West Philadelphia Landscape Project Philadelphia, PA, USA	Penn's Department of Landscape Architecture and Regional Planning	An action research program integrating research, teaching, and community service.	<ul style="list-style-type: none"> ▪ Design and construction of community landscape projects ▪ Online database of space times ▪ Planning ▪ Curriculum enrichment for an inner-city junior high school 	<ul style="list-style-type: none"> ▪ Community landscape projects 	Academic program, publicly funded	http://web.mit.edu/wplp/plan/reclaim.htm
Empty Shop Durham, UK		Takes on unused buildings and turns them into usable art spaces.	<ul style="list-style-type: none"> ▪ Identify and secure space ▪ Curate space for an intentionally broad range of uses 	<ul style="list-style-type: none"> ▪ Visual arts ▪ Exhibition ▪ Performance ▪ Rehearsal 	Non-profit	http://www.emptyshop.org
Creative Space Agency London, England	Joint venture of the publicly funded Cultural Industries Development Agency and private company Urban Space Management	Links owners of vacant property with creative professionals looking for potential spaces in London	<ul style="list-style-type: none"> ▪ Up to date online list of available spaces ▪ Fact sheets ▪ Case studies ▪ Regular training sessions for space users 	<ul style="list-style-type: none"> ▪ Visual arts ▪ Exhibition ▪ Performance ▪ Rehearsal 	Public / private partnership	http://www.creativepaceagency.co.uk

APPENDIX G: ORGANIZATIONS THAT SUPPORT TEMPORARY USE

Organization & Location	Parent Organization	Mission	Services Provided	Types of Use Supported	Funding Source	Web Site
City Mine(d) Brussels, Belgium, Barcelona, Spain and London, England		“City Mine(d) is a production house for urban interventions, committed to the development of new forms of urban citizenship, the reappropriation of public space - roads, airwaves, stations, estates, parks, squares, virtual space - and the creation of cutting edge public artwork. “	<ul style="list-style-type: none"> ▪ Develop “urban interventions” ▪ Research ▪ Networking 	<ul style="list-style-type: none"> ▪ Visual arts / sculpture 	Non-profit with support from regional, national, metropolitan and local authorities as well as private and foundation partners	http://www.citymined.org/
Templace.com Amsterdam, Holland		An internet-based system designed as infrastructure that can support and enable the temporary use of vacant space.	<ul style="list-style-type: none"> ▪ Online forum ▪ Resource sharing network ▪ Profiles of past and existing temporary projects of all kinds ▪ “Spacemarket” of available spaces 	<ul style="list-style-type: none"> ▪ A wide range 	Non-profit, academic project with public funding	http://www.templace.com

A few of the other programs we encountered in our precedent research but did not obtain additional information from are listed below.

<http://www.spacespace.org>

"SpareSpace transforms empty shop- and office buildings into mobile offices. SpareSpace offers beginning entrepreneurs in creative industries affordable and representative offices in an inspiring environment. As soon as the empty space is put up to let or for sale, the entrepreneurs will move to a new building."

<http://departmentofmicroubanism.org/dmu.htm>

"The Department of Micro-Urbanism is an art and design initiative aimed at mapping terrains, discovering relationships, addressing issues and exploiting opportunities at the pedestrian urban scale."

<http://www.containr.com>

"Midforms Festival 09 is hosting containR, presented by Springboard and Vancouver 2010 Cultural Olympiad, a sports, dance and performance film festival housed in reconditioned shipping containers."

<http://www.aaartsalliance.org/events/free-store-an-exhibition-and-installation>

"Artists Athena Robles and Anna Stein will present FREE STORE, an exhibition and non-commercial storefront installation, in lower Manhattan. Part cultural pop-up shop, part second hand boutique, the project is a networking model of economic sustenance that can be used in cities worldwide."

APPENDIX H: PHONEBOOK

COMMUNITY RESOURCES**Central Eastside Industrial Council**

Terry Taylor
503-577-5665
terry@ceic.cc
<http://ceic.cc>

ActivSpace

503-235-3500
rentSEMmain@activspace.com
www.activspace.com

Audio Cinema

503-467-4554
Ilan Laks
ilan@audiocinema.org
www.audiocinema.org

CubeSpace

503-206-3500
info@cubespacePDX.com
www.cubespacePDX.com

Gales Creek Insurance

503-227-0491 ext. 223
eventsupport@galescreek.com
www.galescreek.com/major_areas/special_events.cfm

K&K Insurance

800-637-4757
kk_general@kandkinsurance.com
www.kandkinsurance.com

MercyCorps Northwest

503-236-1580
Contact@mercycorpssnw.org
www.mercycorpssnw.org

motiveSpace Coalition

Sara Garrett
503-555-5555
sara@motivespace.org
www.motivespace.org

Oregon Department of Transportation

John Cole
503-731-8448
jon.d.cole@odot.state.or.us

Portland Community College, Small Business Development Center (SBDC)

Yvette Johnson
503-978-5080
yjohnson@pcc.edu
www.pcc.edu/business/small-business-development

Portland Institute of Contemporary Art (PICA)

503-242-1419
pica@pica.org
www.pica.org

Regional Arts and Culture Council (RACC)

503-823-5111
info@racc.org
www.racc.org/publicart/heresandgone.php

Southeast Uplift (SEUL)

503-232-0010
www.southeastuplift.org/our_services/insurance

CITY OF PORTLAND RESOURCES**Bureau of Development Services**

503-823-7310
www.portlandonline.com/bds

Bureau of Environmental Services, Brownfields Program

Clark Henry
503-823-5863
clarkh@bes.ci.portland.or.us
www.portlandonline.com/bes/index.cfm?c=35008

Mayor's Office of Film and Video

503-823-4039
finem@pdc.us
www.portlandonline.com/filmandvideo

Portland Development Commission (PDC)

Kristy Branson
503-823-3279
bransonk@pdc.us
www.pdc.us

Portland is Better Together

503-823-4000
www.portlandonline.com/index.cfm?c=49042

Portland Office of Neighborhood Involvement

503-823-4519
oni@ci.portland.or.us
www.portlandonline.com/oni

Portland Parks & Recreation

503-823-5105
www.portlandonline.com/parks

Small Business Advisory Council

Clay Neal
503-823-4128
clay.neal@ci.portland.or.us
www.sbacpdx.com

Small Business Assistance Team

503-823-1109
BDSSmallbiz@ci.portland.or.us
www.portlandonline.com/bds/smallbusiness

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February 28, 2009

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Sky News

February 21, 2009

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