



PARTICIPATORY FUTURES

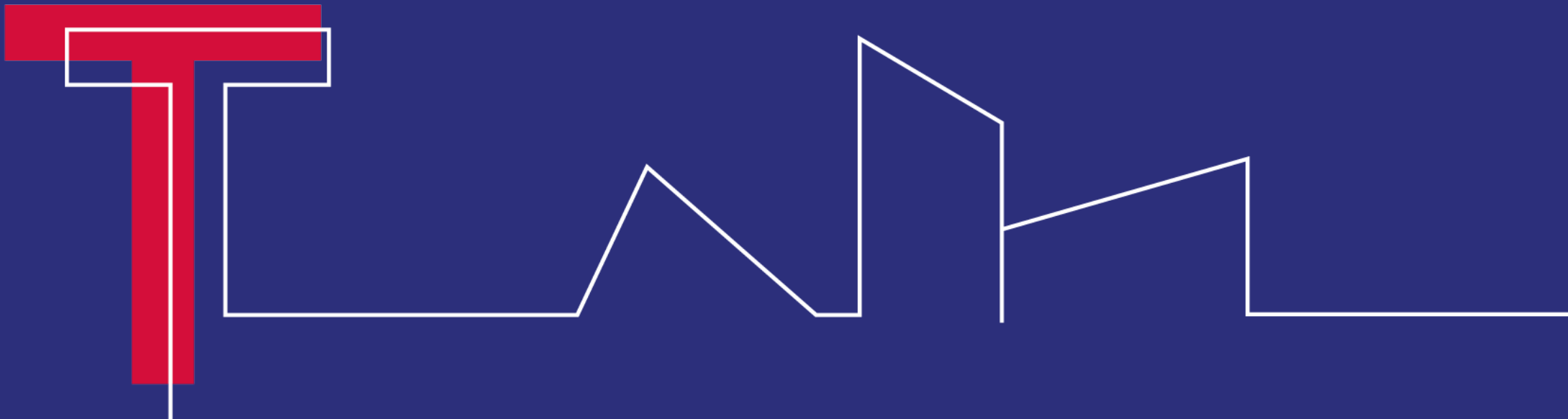
CO-CREATING CITIES THROUGH
MEANWHILE SPACES



DORTMUNDER U AND UNION QUARTER

THE ROLE OF MEANWHILE USES IN URBAN REGENERATION

T-FACTOR ADVANCED CASE STUDY REPORT



Imprint

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Working Paper
June 2021

Please cite as: Castro, Alejandra and Wascher, Eva (2021): Dortmunder U and Union Quarter - The Role of Meanwhile Uses in Urban Regeneration. T-Factor Advanced Case Study Report. Working Paper, TU Dortmund University. DOI: 10.17877/DE290R-22049.

Disclaimer: The information, documentation and figures in this report are written by the authors as beneficiaries in the T-Factor consortium under EC grant agreement n° 868887 and do not reflect the views of the European Commission. The European Commission is not liable for any use that may be made of the information contained herein.

Statement of Originality: This Working Paper contains original unpublished work except where clearly indicated otherwise. Acknowledgement of previously published material and of the work of others has been made through appropriate citation, quotation or both.

Acknowledgments: We are grateful to all the people who contributed to this Working Paper. Especially, we would like to thank our interviewees for making available and openly sharing their own experience, knowledge and points of view. Furthermore, we would like to thank Nicole Panitz (TU Dortmund University) for her support as well as Laura Martelloni (T-Factor coordinator, Agenzia Lama), Dr. Arne Elias (Social Innovation Center, Economic Development Agency Dortmund) and the team at the Urban Transformation and Global Change Laboratory at Universitat Oberta de Catalunya (UOC) for review.



T-FACTOR HAS RECEIVED
FUNDING UNDER
HORIZON 2020
RESEARCH & INNOVATION
PROGRAMME WITH GRANT
AGREEMENT NO. 868887

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T-FACTOR

PARTICIPATORY FUTURES

REGENERATING CITIES WITH TEMPORARY USES

T-Factor is a **Horizon 2020 Innovation Action** dedicated to the topic of **temporary or meanwhile uses in urban regeneration**. In the project, we argue that the time factor in urban regeneration can become a **strategic asset** when it is used as a means of collective place prototyping in light of stable uses and functions. It's a win-win situation for all stakeholders - governments, developers, academia, business, grassroots communities and citizens. Our mission is to build a full portfolio of tested innovations embracing design, organisation, management, governance, funding and regulatory aspects of temporary spaces, so as to contribute to unlock their **transformative potential** toward inclusive, sustainable and thriving cities. We work across different regeneration initiatives in Europe and beyond - both advanced and at early stages, developing an international platform of **citymaking** support, mentoring and knowledge exchange in this emerging field.

Discover more at www.t-factor.eu.

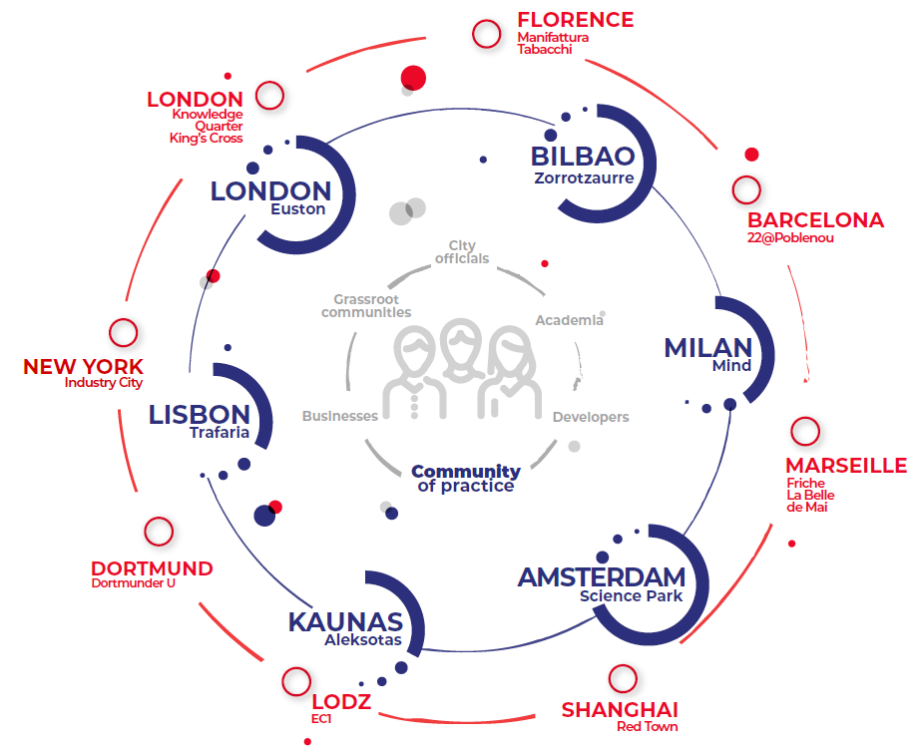


Figure 1. T-Factor Pilots (Blue) | T-Factor Advanced Case Studies (Red)



| ABOUT THIS DOCUMENT

The **temporalities** of urban regeneration masterplans lend themselves to the **possibility of innovation**. This is a characteristic that has become apparent as growing bodies of literature document the potential and impact of 'the meanwhile' in urban regeneration [1]. The EU project T-Factor aims at showcasing how cities are collaborating to transfer the knowledge generated after the implementation of meanwhile uses in urban regeneration masterplans. T-Factor concerns itself with unleashing the **potential of meanwhile spaces** to create thriving, sustainable urban areas by creating and prototyping uses and functions where all stakeholders: governments, development, academia, business, grassroots organisations, and citizens can come together in a collaborative effort [2].

This report is the result of one of the **initial knowledge mining** stages of the T-Factor project in which **advance case study cities**, that is, cities that have already been through an urban regeneration masterplan, recollect their experiences and knowledge in an attempt to transfer their learned lessons in a pragmatic, applicable way for a series of pilot cities which are undergoing transformation themselves.

This Working Paper introduces the case of Dortmund, namely that of the **Rheinische Straße urban regeneration and the Dortmunder U**. It does this by presenting a comprehensive overview of the context, chronology, stakeholders, results impacts, and critical elements pertaining to each of the meanwhile uses that occurred during the urban regeneration. This overview is cemented primarily in an extensive literary documentation and the interviewing of stakeholders.

| LIST OF ABBREVIATIONS

Acronym	Full Text
ANN	Agency for New Use
BBSR	Federal Institute for Research on Building, Urban Affairs and Spatial Development
BBR	Federal Office for Building and Regional Planning
BMVBS	Federal Ministry of Transport, Building and Urban Affairs Urban Development
CoC	Capital of Culture
DM	Deutsche Mark (German Mark)
e.V.	Civil association (from its initials in German)
ExWoSt	Experimental Housing and Urban Development Programme (from its initials in German)
GmbH	Limited Liability Company (from its initials in German)
HSP	Hoesch Spundwand und Profil GmbH
IGA	The International Garden Exhibition (from its initials in German)
NRW	North-Rheine Westphalia
VMDO	Association of Socio-Cultural Migrants Associations in Dortmund (from its initials in German)

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| NOTES ON THE RESEARCH DESIGN

The temporalities of urban regeneration masterplans lend themselves to the possibility of innovation. This is a characteristic that has become apparent as growing bodies of literature document the potential and impact of ‘the meanwhile’ in urban regeneration [1]. As masterplanning for urban regeneration shifts from the rigid structure that characterized it in the twentieth century and gives space for more flexible, creative, and collaborative ways of plan implementation, the role of ‘meanwhile’ both in temporal and spatial terms have become valuable assets in the success of stage-by-stage masterplanning [3]. Recognizing the transformative potential of meanwhile uses in temporary spaces, cities across Europe have begun accruing valuable lessons that can be transferred towards those that are in the process of transformation, seeking to use these tools to invigorate communities. This is especially the case when the regeneration deals with historic buildings which are intertwined with the heritage and identity of a city.

The EU project T-Factor is one such example of how cities are collaborating to transfer the knowledge generated after the implementation of meanwhile uses in urban regeneration masterplans. T-Factor concerns itself with unleashing the potential of meanwhile spaces to create thriving, sustainable urban areas by creating and prototyping uses and functions where all stakeholders: governments, development, academia, business, grassroots organisations, and citizens can come together in a collaborative effort [2].

This report is the result of one of the initial knowledge mining stages of the T-Factor project, in which advance case study cities, that is, cities that have already been through an urban regeneration masterplan, recollect their experiences and knowledge in an attempt to transfer their learned lessons in a pragmatic, applicable way for a series of pilot cities which are undergoing transformation themselves. The **T-Factor Advanced Cases Portfolio** (Deliverable 2.1) provides a comparative analysis of all Advanced Case Studies (see Figure 1).

This report introduces **the case of Dortmund**, namely that of **the Rheinische Straße urban regeneration and the Dortmunder U**. It does this by presenting a comprehensive overview of the context, chronology, stakeholders, results impacts, and critical elements

pertaining to each of the meanwhile uses that occurred during the urban regeneration. This overview is cemented primarily in an extensive **literary documentation** and the **interviewing of stakeholders**.

Six interviews were conducted with different stakeholders in the city of Dortmund to construct this case study. To get deeper insights into each of the meanwhile uses, interview partners were chosen for single meanwhile uses specifically. The aim was to capture information addressing **various perspectives and experiences** (e.g. management of the regeneration project, management of specific meanwhile uses). All interviews were carried out with written informed consent from each of the participants and were conducted in the local language (German), recorded, transcribed, and translated to English. The authors conducted a **qualitative content analysis** based on the translated interview transcripts using a QDA software tool. The list of interviewees comprises:

1. Head of Urban Regeneration Department of the City of Dortmund, former project lead of "creative industry incubator for regeneration process Union Quarter"
2. Project manager at Union Gewerbehof (social enterprise) and "Urbanisten" (civil society organisation)
3. Former head of "UZWEI - Kulturelle Bildung at Dortmunder U" (Cultural Education unit at Dortmunder U), City of Dortmund
4. Chairwoman of "Verein zur Förderung der Jugendkultur e.V." (Association for the Promotion of Youth Culture/Skateboardinitiative Dortmund)
5. Project manager at EWEDO GmbH Dortmund (enterprise, member of the Interest group for social-commercial employment initiatives e.V.)
6. Head of the Division of commercial management at the "Property and Asset Management Fund Dortmund", City of Dortmund

The findings of the interviews and the desk research are presented in three chapters. The **first** one addresses the **general chronology** of the urban regeneration process of Dortmunder U and Union Quarter. In this chapter, we address the context that preceded the regeneration process as well as its governance structures, stakeholder networks, implementation mechanisms, and general results. **Chapter 2** presents the **specific meanwhile uses** that occurred during the urban regeneration, detailing its general characteristics, chronology, implementation, results, and impacts. Finally, **chapter three** concerns itself with a **reflection on the role 'meanwhile'** played in the urban regeneration of Dortmunder U and Rheinische Straße. It delves into the impact meanwhile uses had within the urban regeneration context, and reflects on how, the different institutional understandings of meanwhile impact their operationalisation, and how the operationalisation of these uses themselves both interact and raise critical elements to consider for future interventions.



| APPROACHING THE MEANWHILE

In the **T-Factor Advanced Cases Portfolio (Deliverable D2.1)** a description of **'the meanwhile'** is outlined. At European level, the topic of temporary or meanwhile uses in urban regeneration is a field of action, policy making and research that still lacks consolidated concepts, terminology and unambiguous understanding. From a historical perspective, the terms used to describe the **reuse and reactivation of vacant, leftover and unused spaces** in cities have been many, such as for example 'temporary use', 'interim use', 'pop up use', 'transient use' and the more recent term 'meanwhile use'. Moreover, language and geography also matter, with place-based terms such as **'tiers lieux', 'broedplaats', 'spazi occasionali' and 'Zwischennutzung'** that might get lost in translation, therefore adding on ambiguity and misinterpretation. In this document we mainly use terms such as **'temporary use', 'temporary spaces', 'meanwhile use', 'meanwhile spaces'** interchangeably to generally refer to activities that take place in blank, vacant and unused spaces in cities.

URBAN REGENERATION OF 'DORTMUNDER U AND THE UNION QUARTER'





| INTRODUCTION TO **THE REGENERATION CONTEXT**





The links between the development of Dortmunder U - as a house of culture and creativity - and the **Union Quarter** – as a district full of challenges but also potential - have fluctuated in intensity throughout the times. In this chapter, we describe both developments on their own and show at which stages in time the two developments intersect. The case study will delve into this urban regeneration process and showcase four emblematic meanwhile uses that were part of this regeneration, highlighting the critical elements that define their nature, function, and level of success.

Over the last two decades, **Dortmunder U** transformed from what was **formerly a fermentation and storage tower** belonging to Union Brewery, to a centre for the arts and the creative industry which catalysed the urban regeneration of the neighbourhoods around it. These transformative processes were namely triggered by the **RUHR.2010 European Capital of Culture** and the urban redevelopment of the area called **Rheinische Straße**, where meanwhile uses of vacant or derelict space emerged as contributing factors for the successful renewal of what is now known as Union Quarter and Dortmunder U today. Dortmunder U and Union Quarter are located in the city centre, in the close vicinity of Dortmund's central train station. They are within the district of Dorstfelder Bridge, which is simultaneously composed of three subdistricts: Union, Westpark, and Dorstfelder Bridge [4]. The regeneration area of Rheinische Straße cuts through the district and is delimited by Hoher Wall (Bundesstraße 54) to the east, by Emscher Bridge to the west, industrial complexes to the north, and rail infrastructure to the south. The program area "Rheinische Straße" is approx. 155 hectares and has approx. 10,000 inhabitants [5]. Dortmunder U lies at the easternmost part of the regeneration area as shown on Figure 2.

The urban landscape of Rheinische Straße is characterized by densely built **Wihelminian architecture**. **Prior to the implementation** of the regeneration masterplan, it suffered from a **lack of identity** and maintenance: Buildings were in **need of renovation**, which only aggravated the **high vacancy** rates of storefronts and apartments across the quarter, both residentially and with storefronts. At 9.4% of vacancy, the rate more than doubled the 3.6% city-wide average [6]. Public spaces were equipped with **limited and decaying infrastructure**; in the particular case of Westpark, the potential as a public space was also hindered by the reputation it had as a drug dealing site [6].

Regarding demographics, the quarter enjoys a **wide cultural diversity** and is made up of primarily young residents. At the time the urban regeneration began, Union Quarter reported that 41% of its residents were foreigners from **more than 40 different nationalities**, with

the majority being Turkish [6]. Again, the percentage was higher than the city average, with 12.6% of Dortmund's residents being from foreign origin. The most populous age group is **between the ages of 18 and 29** (27%), closely followed by those between the ages of 30-39 (16.8%) and 40-49 (15.4%) [6]. Furthermore, the household structure was dominated by **single-person households** (66%). In terms of economic activity, the unemployment rate in the quarter at the time the regeneration began was around 25%, twice as high than city-wide levels, and employees subject to social security contributions were 31%, below the city-wide average of 48% [6].

Despite Union Quarter's social potential, it went on quite untapped before the implementation began. There was high cultural diversity and though the cultural groups that comprised it coexisted peacefully, they were virtually disconnected [6]. **Engaging residents was difficult**, a problem exacerbated by the resident's **negative image of the neighbourhood** and the highly mobile population that inhabited the quarter [6]. The negative perception of the quarter was also linked to certain sites of drug problems and lack of identity previously mentioned, but also to the lack of leisure opportunities for younger residents, high unemployment, and some right-wing extremists that were present in the area at the time [6].

The urban regeneration came to change this context and tackled some of the most critical problems that hindered the quarter. The regeneration of Dortmund U and Union Quarter happened at different moments, though one precedes the other. Dortmund U was rehabilitated due to its landmark status and with the objective of turning it into a centre for the arts, culture, and creativity in an effort to reinvent the meaning of this iconic heritage site; a vision that fell in line with the themes of "mythology, metropolis, and Europe," and the motto, **"Change through culture, culture through change"** that defined the European Capital of Culture 2010.

Map of the area “Rheinische Straße urban regeneration”

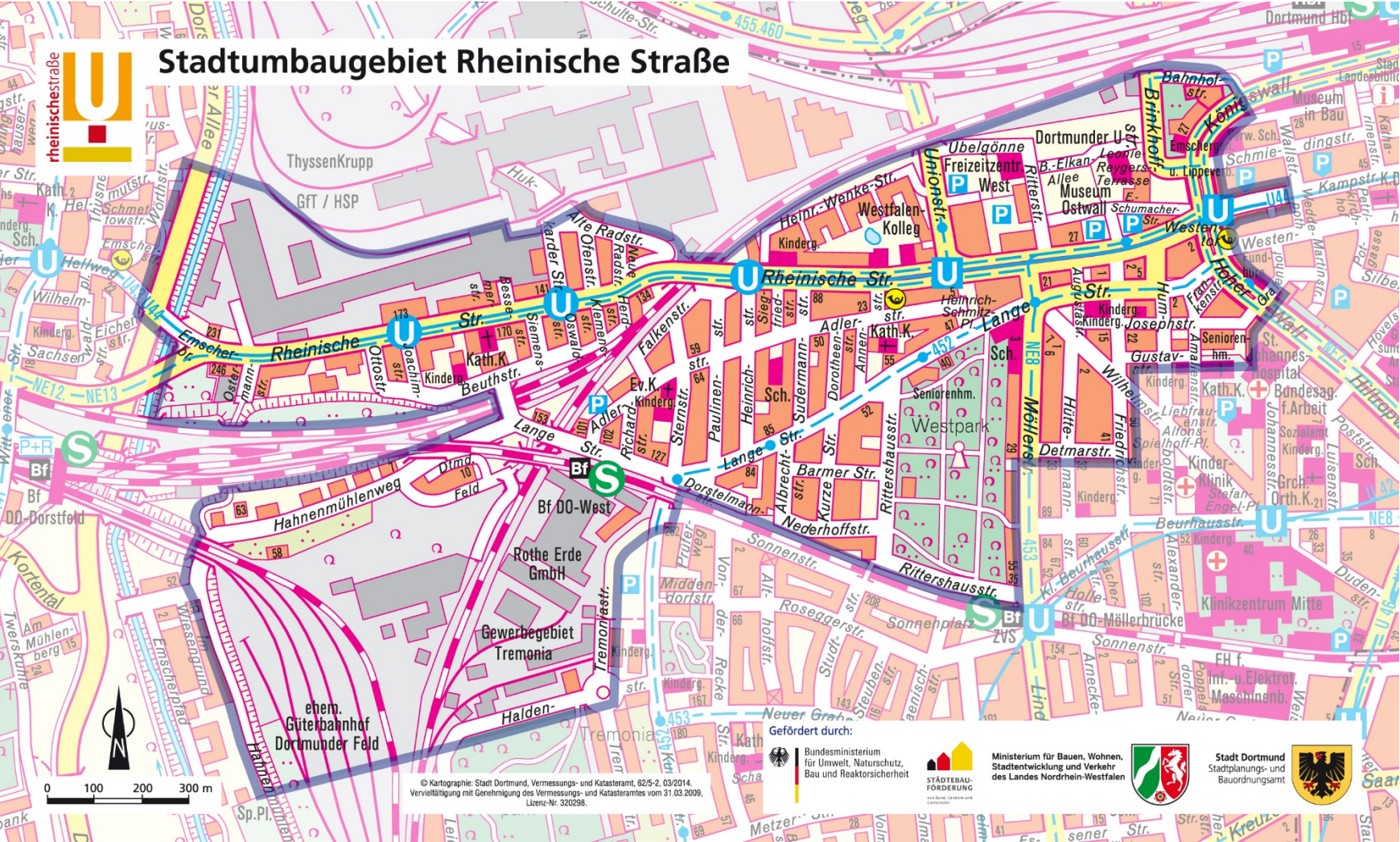


Figure 2. Map of the area “Rheinische Strasse urban regeneration masterplan” (City of Dortmund, 2018)



| DEVELOPING ‘DORTMUNDER U’

Dortmunder U is a beacon that reminds the citizens of Dortmund of the heritage left by the era of industrialization and the city's years as one of the largest beer producers in the world [7]. **Dortmund's industrial legacy** was shaped by the production of **coal, iron, and beer**, and can now be appreciated in the architectural vestiges which have been retrofitted for a second functional life around the city. Perhaps the most iconic of these heritage sites is that of Dortmunder U. The factory building used to be part of **Union brewery**, one of the many breweries that operated in Dortmund's beer scene throughout the 19th and 20th century [8] The **tower holds special importance** in the history of Dortmund as the **first high-rise building in the city**. It was built between 1926 and 1927, while its characteristic gold-plated “U” was installed in 1968 by Ernst Neufert [8]. The brewery was closed and demolished in 1994 by its owner “Brau und Brunnen AG” (formerly Union Brewery), but the tower itself was not destroyed, thanks to its **landmark status** [8]. Although “Brau und Brunnen AG” had plans to develop the area into a modern shopping centre site these plans could not unfold for several reasons and so, the tower stood derelict until January of 2008, when its renovation began as one of the flagship projects for the RUHR.2010 European Capital of Culture [8].

The development from brewery to a centre of arts and creativity was influenced by different dynamics. **First ideas** around planning for a **new cultural centre in Dortmund** emerged back in the **late 90's** [9]. The process had been accompanied by several cultural meanwhile uses. Among the first was a project by **HartwareMedienKunstVerein** called **“Reservate der Sehnsucht” (Reserves of Longing)** which used the U-tower as an exhibition space over several weeks. The approval of the “Brau und Brunnen AG” as well as the support of the cultural enterprises of the City of Dortmund and the **financing by the regional cultural promotion agency (KulturRuhr)** led to the realisation of the project. At this point in time, the interior of the U-Tower was marked by partial demolition of materials. For the implementation of the project, half of the project budget, i.e. half a million DM (Deutsche Mark), had to be invested in order to comply with regulations [9]. Overall, the project caused a great positive public response and brought different actors together in the U-Tower. It was fascinating both for artists, cultural workers and the public audience [9]. Several other cultural meanwhile uses followed.

In 2007, the usage concept for the **cultural conversion of the Dortmunder U** was completed with the decision to implement the concept starting in 2008. The process was supported by the regional office that implemented the **Capital of Culture (CoC) Ruhr.2010 activities**. The State Secretary for Culture of North Rhine-Westphalia, the City of Dortmund and the Ruhr.2010 GmbH worked on an eligible concept. The plans included the **development of a lively urban quarter** and focused not only on single events within the CoC festival in 2010 [9]. The funding decision provided for a total of 45.79 million euros in funding, 70 percent of which was made up of funds from the state and the EU (cap) and 30 percent (plus any additional costs) by the City of Dortmund [9]. Finally, Dortmunder U was redesigned as a **multifunctional space** which would find its **foundation in culture, the arts, and the creative industry**, not only in its design but in the collaborative networks that oversee its activities. The “U” today has a huge media facade that illuminates the rooftop using 1,7 Mio. LED spots. The video installation “Flying Pictures” by Adolf Winkelmann is artistic, but also serves informational purposes. Every hour on the hour it is inhabited by large pigeons resembling the function of a tower-clock. Furthermore, when the local soccer team is playing the video installation shows soccer player figures in the colours of the local team.

The renovation of Dortmunder U and the Ruhr region’s appointment as European Capital of Culture – is also linked to the urban regeneration of several quarters throughout Dortmund, among them Rheinische Straße, which would eventually be **rebranded as Union Quarter**.



| THE INTEGRATED ACTION PLAN ‘URBAN REGENERATION RHEINISCHE STRASSE AND DORTMUNDER U’

The quarter where the Rheinische Straße urban regeneration occurred administratively belongs to the district of Dortmund City Centre-West. **Prior to the regeneration, it did not have its own name.** It was simply known as Rheinische Straße, which also gave its name to the demarcated urban redevelopment area. This name was formative in the perception of the population, especially from other parts of the city. The masterplan “Urban regeneration Rheinische Straße” was **initiated in 2006** and was formally adopted by a council resolution of the city in 2008. The quarter is also located within one of the 13 action areas identified as part of the “Socially Integrative City” action plan [6]. Early in the phase of initiating the urban regeneration, there were plans of integrating the former Union brewery. By integrating the Dortmunder U project into the **“Integrated Action Concept for Urban Redevelopment Rheinische Straße”**, the City of Dortmund attempted to apply for urban development funds for the renovation of the U-Tower from the state [9]. The council therefore decided to redesign Rheinische Straße in connection with the redesign of the Westentor area (just right in front of the U-tower building) and the development of the former Union brewery including the U-tower as part of an overall structural policy concept based on previous resolutions by the City of Dortmund. Furthermore, the City Council of Dortmund authorized the administration to conclude a contract for the renovation and conversion of the Dortmunder U with the office Gerber Architects on the basis of the results of an architectural competition [9].

The pull of Dortmunder U influenced some of the themes and objectives that were integrated into the regeneration of Union Quarter. Namely, an emphasis in the area’s **recovery through creative or artistic activities and uses**—a direct reference to the 2010 European Capital of Culture’s motto, “Change through Culture, Culture through Change”. The regeneration plan’s main goals, nonetheless, were to

achieve a transformation of image, identity, and use for Union Quarter. The masterplan pursues this goal by focusing on six areas of action: **1) Securing and expanding commercial use and jobs, 2) Improving city centre living, 3) Urban development, 4) Expanding leisure and recreational opportunities, 5) Developing social and cultural infrastructure, and 6) Activating and organizing on-site engagement.** These six action areas were reflected in the 29 activities that comprised the regeneration plan, which were operationalized throughout **11 years of implementation.**

List of all interventions during the regeneration period of “Urban regeneration Rheinische Straße”

Development focus	Projects
Securing & expanding commercial use and jobs	<ol style="list-style-type: none"> 1. Creative Industries Incubator (completed) 2. Adaptation counselling and development of a qualification network for entrepreneurs (completed) 3. Rheinische Straße_KREATIV 2010 (completed) 4. Agency for New Uses (completed)
Securing housing close to the city centre	<ol style="list-style-type: none"> 5. Neighbourhood caretaker "Hingucker" (completed) 6. Energy Efficiency Quarter Union Quarter (completed) 7. Neighbourhood Architect (completed) 8. Coordinator Neighbourhood Services (completed)
Urban upgrading	<ol style="list-style-type: none"> 9. Programme for courtyard, façade lighting design (completed) 10. Meanwhile use concepts for vacant and derelict properties (Café U-Jack, Projectgarden and the Blue House)(completed) 11. Union Quarter.attraktiv (Design your neighbourhood) (completed) 12. Union Quarter.attraktiv (Arcades) (completed) 13. Ritterstraße / Übelgönne (completed) 14. Leonie Reygers Terrace / Park of the Twin Cities (completed) 15. Attractive neighbourhood entrances (completed) 16. Lange Straße (completed)
Expansion of leisure and recreation facilities	<ol style="list-style-type: none"> 17. Playroom design (completed) 18. Westpark play and play area (completed) 19. Conquering Urban Spaces (completed)

Building social and cultural infrastructure	<ul style="list-style-type: none"> 20. Offers for young people (completed) 21. Finding Perspectives - Seizing Opportunities (completed) 22. Family centre plus (completed)
Activation and organisation of on-site engagement	<ul style="list-style-type: none"> 23. Image + Identification (completed) 24. Rheinische Straße e.V. (completed) 25. Neighbourhood management 1 (completed) 26. District marketing (completed) 27. Neighbourhood management 2 (completed) 28. Neighbourhood fund (completed)
Monitoring	<ul style="list-style-type: none"> 29. Evaluation reports

Figure 3. Interventions during the regeneration period [5]

A special feature of the urban redevelopment of Rheinische Straße is that the **district actors were also often contractors** of urban redevelopment projects in the district. Therefore, the district actors were able to align themselves more closely with the district and networking structures were strengthened in the neighbourhood.

One challenge was the coordination between contractors (from the district but also beyond Union Quarter and Dortmund) within the 29 interventions of the urban regeneration plan. Many of the projects in the urban redevelopment of Rheinische Straße were implemented by contractors, some of these with a duration of several years. It turned out to be a problem that several contractors were temporarily active in consulting for owners at the same time. This resulted in coordination difficulties on both sides. There were overlaps in content and unclear delimitations of responsibility between the projects. On the urban renewal side, different people were responsible for the various projects, which made coordination difficult both internally and for the contractors [6].

GOVERNANCE STRUCTURE OF REGENERATION PLAN “RHEINISCHE STRASSE”

The regeneration was steered by the **department for urban regeneration at City of Dortmund**. The governance structure **included a diversity of stakeholders** (funders, contractors, citizens etc.). A **working group (6 / RS_U)** was set up in November 2006 to create the

concept, coordinate and implement the Rheinische Straße urban redevelopment. It was directly assigned to the planning department. Overall, the regeneration was **controlled by the municipality's board of directors**, in which all departments of the administration are represented. The board of directors was regularly informed about the current status of the regeneration program and individual projects via resolution proposals for urban redevelopment, which enabled program control [10].

Furthermore, the **“Rheinische Straße consultation group”** accompanied the concept development and implementation. The consultation group could make recommendations, e.g. to further locally adapt the concept to present conditions. It was supplemented by specialist discussion groups on the subjects of real estate management, work/trade /retail, social infrastructure, integration/migration/education and culture/leisure. A cooperation between the different departments of the administration during the development and implementation phase ensured the inclusion of economic, ecological, urban planning, cultural and social fields of action. This took place both as part of the program control by the board of directors and as part of the consultation group and the technical discussions.

Furthermore, the working group took part in the **state-wide exchange of experiences**, which was organized by the **“innovation agency urban regeneration NRW”**. In addition, feedback and funding discussions took place with the funding agencies Federal Ministry for Transport, Building and Housing / Federal Office for Building and Regional Planning as well as the Ministry for Building and Transport of the State of North Rhine-Westphalia and the Regional Government Administration.

The department of urban regeneration was and is dependent on cooperation with other municipal departments in order to implement projects in the districts. Other departments of the city administration included the economic development agency, real estate department, cultural operations Dortmund, public order office, youth welfare office, education office, social welfare office, environmental office, city planning and building regulations office, municipal real estate management, civil engineering office [5]. One of the most important tasks of the urban regeneration department was to create integrated working modes. This had not been a common practice with all partners of administrative departments. A joint project structure had to be paved, requiring very much person-supported and person-dependent efforts by different departments over a more than ten-year process at various levels. Fortunately, the head of the planning department, the Lord Mayor and the board of directors as well as the city council politicians were supportive of the project. Furthermore, the Lord Mayor (until retirement in 2020) and the head of the planning department were both spatial planners by profession. Additionally, the urban regeneration department was also willing to experiment and to put forward a great variety of streams of interventions. Furthermore, the funding scheme of the German Federal Ministry of Interior, Building, and Community in the framework of the National Urban Development policy enabled a good funding structure and helped building an integrated approach.

Governance Structure “Urban Regeneration Rheinische Straße”

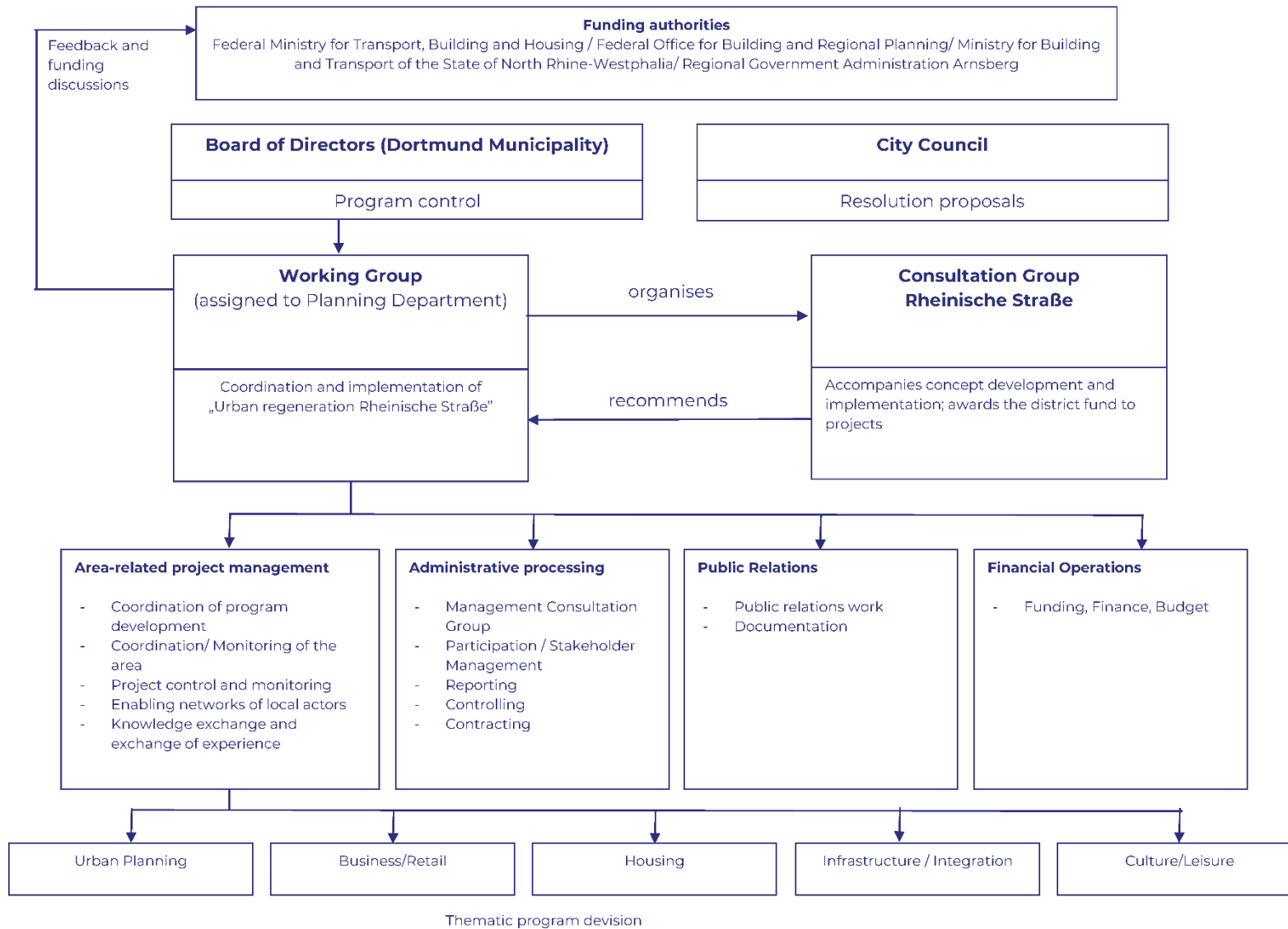


Figure 4. Governance Structure “Urban Regeneration Rheinische Straße” [12]

IMPLEMENTATION AND FUNDING

The regeneration plan focused on 6 areas of action and 29 implementation activities that spanned through an eleven-year period (2008-2019). The activities were financed by a volume of 11.72 million euros in urban redevelopment funds from which 80% were sourced by the German Federal Ministry of Interior, Building, and Community in the framework of the National Urban Development policy [11] and 20%, by a municipal contribution [6]. An additional, 2.6 million euro of public municipal funds and 3.6 million of private investments were injected into the plan [6]. Particularly in the case of private investments, these additional resources were implemented for the renovation of real estate properties; namely, facades, arcades, and gardens and backyards. The financial resources were not equally distributed among the 29 activities as their scope varied significantly in scale and time of implementation. Notably, the activity dedicated to the implementation of meanwhile uses ("**Zwischennutzungskonzepte**") was carried out from 2009 to 2018 investing 242,000 euro from the primary urban redevelopment fund, 551,000 euro from additional public funds, and 32,000 euro from private investment, amounting to a total of 825,000 euro [6].

THE CONCEPT OF 'MEANWHILE' IN THE URBAN REGENERATION AREA

The area of action in the urban regeneration masterplan where meanwhile uses were implemented was the "**Urban Development**" area. However, though **meanwhile uses were conceptualized as part of the plan**, a few **unplanned meanwhile uses emerged** throughout the regeneration as a result of unrelated civil engagement, as well. Furthermore, many of the interventions during the regeneration process could be framed as 'meanwhile' activities, uses, spaces etc. For example, one intervention, the **Agency for New Use ("Agentur für Neue Nutzungen" (ANN)) was implemented to foster vacancy management** in the area (Duration: 2011-2014; Urban development funds: 209,000 euro). The aim was to give impulses for the further development of real estate in the sub-area west of the Dorstfelder Bridge and to create new ideas for use for existing vacancies. The development of needs-based advisory services for individual owners, participation in the development and **establishment of an investment advisory network** and the establishment of an **organisational structure for vacancy** and letting management were the main focuses of the commissioned offices. In the course of long-term owner work, the project was an important component in order to arouse interest, create trust and provide information and decision-making bases for owners in dealing with their property. Some properties have seen positive development in this way. As a result, about 20% of the owners were reached [12].

Map of Urban Regeneration Rheinische Straße and 'Meanwhile Uses'

Stadtumbaugebiet Rheinische Straße

Meanwhile uses and Dortmunder U

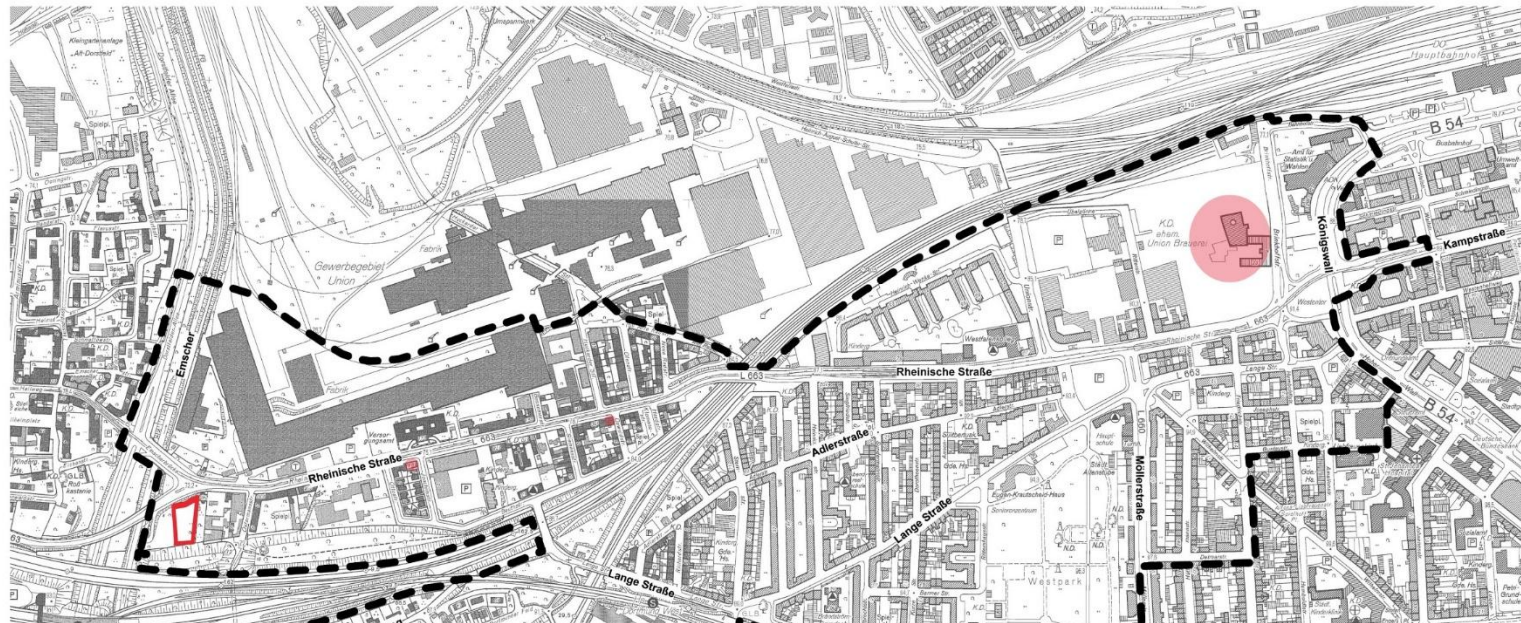


Figure 5. Map of Urban Regeneration “Rheinische Straße” and ‘Meanwhile Uses’ (Source: City of Dortmund; visualisations of ‘Meanwhile Uses’ added in red)

Within the regeneration process three temporary activities were planned as ‘meanwhile uses’:

1. Blue House (2009-2011) at Rheinische Straße 146
2. Café U-Jack (2012 - ongoing) at Rheinische Straße 194
3. Projectgarden (2017 – ongoing) at Rheinische Straße 244

STAKEHOLDER PARTICIPATION AND CITIZEN ENGAGEMENT

Just as the funding sources iterated in different combinations for the implementation of each activity, the stakeholders involved at each stage also varied and brought about dynamic relationships, each with its own challenges. A deeper look into the reports of the masterplan reveal key stakeholders whose involvement permeated across the entire masterplan, participating in more than a few activities. These stakeholders were namely the City of Dortmund through different planning and social work offices, but also trade associations, neighbour associations, cooperatives, individual property owners, and residents. A diverse stakeholder participation and integration is a matter of funding, but also one of the urban regeneration department, as it is in charge of managing the synergies between stakeholders.

The Integrated action plan included several interventions for participation of different stakeholders. For example, the urban regeneration department initiated and steered participation in consultation groups. For many actors this was the first involvement at the beginning of the regeneration back in 2008. It was advantageous that the participation events were given a high level of importance with the invitation by the district mayor and head of the department. This certainly increased participation. Especially at the beginning, the participation events were geared towards the close involvement of the district actors. **Some of the working groups that were created still exist today.** Consultation group meetings comprised stakeholders from different city departments, policy makers, civil society organisations, landlords, business owners as well as interested citizens. About 60 people joined the meetings regularly. Some interviewees stated that the importance of the meetings was the way of complementing and connecting top-down and bottom-up structures in such a way that people knew each other. There were no special methods in place and meetings could get rather chaotic. Interviewees stated that this process could take place because of a mayor who was rather flexible and creative and who could endure this kind of close participation. Right from the start, the association was seen more as a preliminary stage of a local community than as a structure supported by local residents.

Between 2010 and 2013 in particular, there was **enormous commitment in the quarter.** The projects and events of the district actors have made a significant contribution to the changes in the district and, in particular, to the change in image. The events of the **Neue Kolonie West e. V.** and the parallel **guided tours of the district** have **made the Union Quarter visible as a creative quarter.** With the departure of individual central actors or the dissolution of individual initiatives, but also the decreasing dynamics of change in the district, the euphoria and activities of the district actors have decreased somewhat [6]. Furthermore, the involvement in the urban redevelopment and the commitment from the quarter had a focus on the institutionalized actors from the quarter as well as individuals from the **creative and artistic community.**

Stakeholder Map for Meanwhile Uses

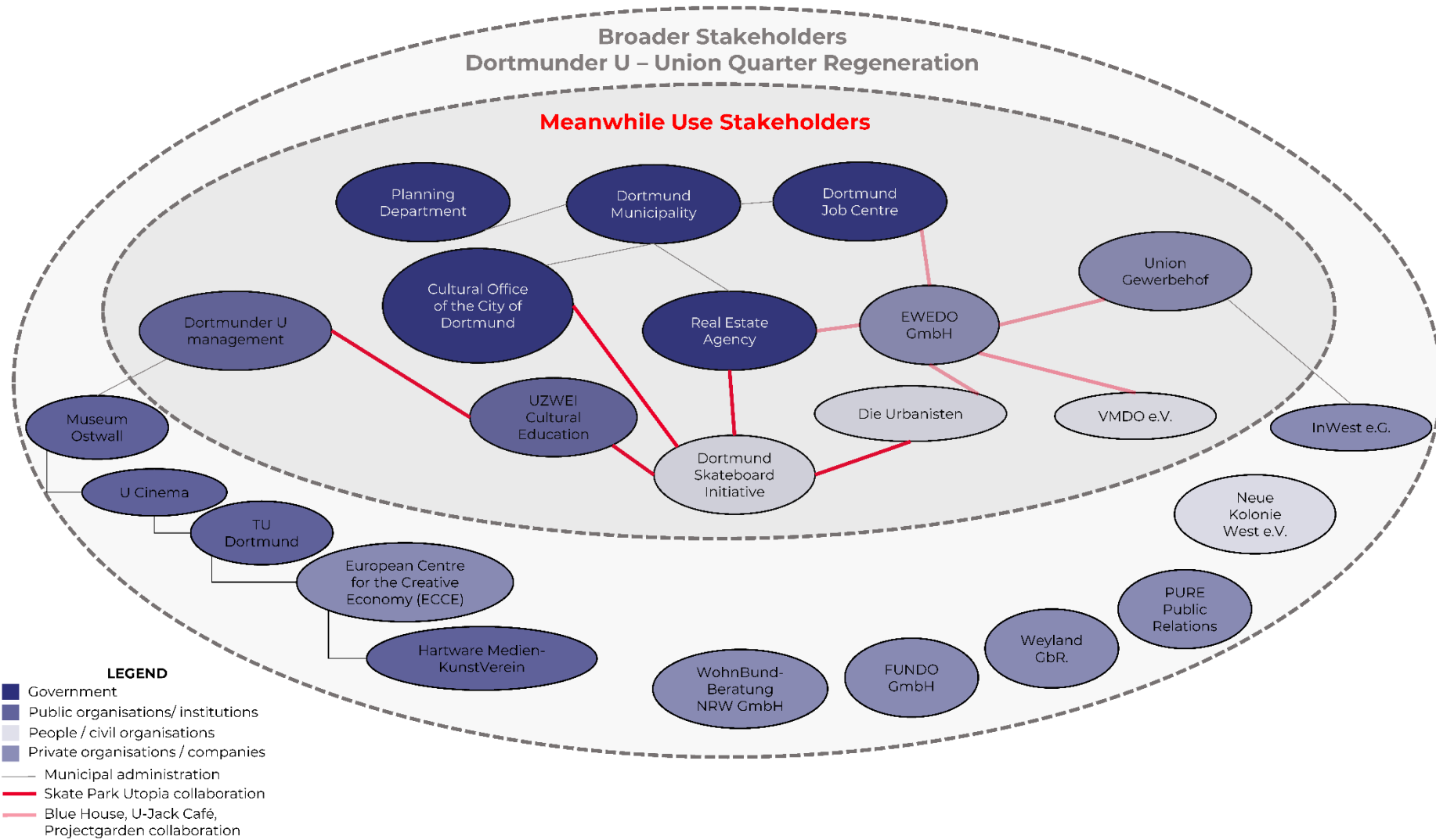


Figure 5: Stakeholder Map (list of stakeholders is presented in Annex 1 and 2)

Committed residents, however, got involved in the urban redevelopment and for the neighborhood in different contexts. For example, randomly selected residents took part in the district fund jury. Furthermore, specific projects were implemented with the participation of residents (planting of tree slices, participation procedures for the design of the playgrounds, artistic design with the involvement of children or young people) [6].

The local community of actors comprised different, connected civil society organisations. For example, in 2011 the social enterprise **InWest was founded as a district cooperative** with the aim of accompanying and supporting the positive development process initiated by the urban redevelopment funding [13]. To this end, existing resources and competencies were pooled and new offers and services developed for the district. In cooperation with urban renewal, economic development, and cultural institutions, InWest initiated the **"creative industry incubator" (UNION QUARTER.KREATIV)**. Until 2018, the business activities of InWest eG were concentrated in the three business areas of real estate and location development, district-related services and project and regular funding. Among the founding members of the district cooperative are the Planungsgruppe Stadtbüro, the Union Gewerbehof cooperative, the EWEDO GmbH. In addition, today's Union Quarter association and Neue Kolonie West e.V. were also involved in the foundation.

Often, the interventions of the regeneration were contracted to planning offices that were not previously related to the quarter and where the companies had a hard time gaining a foothold in the district. For example, one interviewee stated that citizens sometimes felt distorted and detached from the interventions, especially with regard to the vacancy mediation and some marketing efforts. In contrast, when the neighbourhood management was set up as a point of contact and networking for citizens in the district a local Union Quarter planning office was consulted. One interviewee stated that simply by having a very emotional connection to the location, the contractor acted differently, because existing networks were much better known from the beginning.

Union Gewerbehof and its director who also participated in consultation group meetings, co-founded Rheinische Straße e.V. (which later became Union Quarter association) with the aim to organise civil society and also to provide a structure for other actors to invite when addressing civil society. As they are positioned on the west of the quarter they continuously emphasized that the regeneration process should take into account interventions for the whole quarter and not only focus on the area around Dortmunder U. From 2013 on the civil society organisation "the Urbanists" became an important actor in the neighbourhood. Today, both the **Union Gewerbehof and the Urbanists are very important intermediaries for Union Quarter**, because of their know-how, networks but also planning expertise. There is high cooperation among civil society actors. One interviewee stated that actors appreciate engagement from other actors and try to give it a push with the networks available. Today, they are still involved in developing and distributing the Union district newspaper.

RESULTS

The physical appearance of the quarter improved significantly and is now recognizable as a distinct quarter, separable from other areas in the city centre: The entrance to the quarter was **restructured and redecorated**, Westpark was **rehabilitated** for use by installing **new playground structures** and battling against drug trafficking, and facades were renovated [6]. Furthermore, the plan enabled the overall **renovation of buildings and storefronts**. They provided channels of cooperation and support for property owners who sought **improve functional aspects** of their buildings, for example **greening their backyards** or retrofitting their buildings with **solar panels** [6]. The upgrades on property and public spaces brought about an increased sense of trust among building owners to invest in the quarter, which resulted in the strengthening of the real estate market but the transformation of the quarter was not only achieved through urban renewal alone [6].

As the physical improvements were being carried out, municipal offices, contractors, and local stakeholders in the quarter were involved in the implementation of initiatives and campaigns that consolidated **better educational, cultural, and leisure activities** for the various resident types in Union Quarter. The resources and attention invested by the municipality into the regeneration of the quarter caused for residents and stakeholder groups to become more involved in the activities of the quarter. Furthermore, the pull of **Dortmunder U as a newly reinvented meeting place** for the city encouraged stakeholders of all sectors of society to engage in the transformation of Rheinische Straße and as a result, profound changes in its image and identity were achieved. Most notably, **the quarter received its own name as 'Union Quarter' and a logo and brand** that can be used by all actors in the district (Participation and labelling 'The Union Quarter' by PURE public relations agency).

The urban redevelopment and the changes in the quarter were not only implemented through the urban renewal department. In addition to other municipal offices and contractors who implemented the projects in the quarter, numerous actors from the Union Quarter were involved. It was possible to direct their attention to the problems of the quarter and to arouse a willingness to get involved in the quarter. Initiatives have emerged that want to continue to campaign for the Union Quarter even after the urban redevelopment. The community of actors has become broader and more communal, but it will continue to depend on support.

After 11 years of implementation and two years since its official closure, **Union Quarter has been reshaped into a neighbourhood that is primarily characterised by cultural and creative activities and a dynamic population**. Nonetheless, as the effects of investment in

the intangible activities of the plan begin to wane, conflict points slowly arise, leaving the question of what is next for the Union Quarter. After the redevelopment ended, the quarter management remained as a key element to solidify, but was only funded by the district council for two more years (2016-2018) [14]. Some of the experts linked to the redevelopment project ascertain the possibility that **Union Quarter will be involved in future urban development projects**, particularly in the areas west of Dorstfelder Bridge, where the redevelopment still left areas to improve upon. One such example of future projects is **'Smart Rhino'** which aims to transform the abandoned Hoesch Spundwand und Profil (HSP) factory site—which is located within Union Quarter—into a mixed-used space. The development concept aims to provide living, studying, working, and green spaces, combining sustainability and smart features as the core of the project [15].

THE ROLE OF ART, CULTURAL ACTIVITIES AND THE CREATIVE INDUSTRIES

The cultural scene of the area called itself **"Dortmund Westend"** for a long time, because the brand "Union Quarter" had not been established and naming the community according to the Rheinische Straße was not appropriate for the actors. Therefore, **long before the revitalisation of Dortmunder U and the regeneration of Rheinische Straße, many artists and creatives lived and worked in the area** and referred to themselves as "Dortmund Westend". One of the most prominent actors in the field were **"Neue Kolonie West e.V"** (New colony west) which helped to create visibility for various artistic, creative and cultural activities within the quarter. Along the Ruhr Capital of Culture agenda, the City administration fostered the idea of the creative industries. For example, the **European Centre for the Creative Economy (ECCE) located at Dortmunder U** was founded 2011 and is an important actor in supporting cultural activities and the creative industries with programs like the **"Kreativ.Quartier"** (creative quarter). In the Union Quarter, several **'art as temporary use'** activities were funded by the creative quarter ecce. Partly, this is based in an understanding of the potential of integrated urban development and the role of art for urban development. Furthermore, the City administration favours a **"decentralised cultural idea"**. This means that the cultural programming and funding in the area is directed towards many actors. Dortmunder U and its partners are very important in this regard, but there is also a continuous attempt to connect artists and creatives of the Dortmunder U with artists and creatives from Union Quarter and beyond.



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MEANWHILE USES, SPACES AND INITIATIVES





| BLUE HOUSE





LOCATION, SITE AND OWNERSHIP

The **Blue House is located at 146 Rheinische Straße** on the corner with Oswaldstraße. Prior to being occupied as a meanwhile use, it was a bar. The property is listed as a **historical building** and protected under the Preservation of Monuments Authority of Dortmund, as it is characterized by the typical Wilhelminian architecture that is still appreciated in some of Rheinische Straße's old buildings. Even though the meanwhile use was called "Blue House", the façade used to be painted in green. Today it is painted in beige as part of the refurbishment of the architecture in Rheinische Straße.

DEVELOPMENT OF THE MEANWHILE USE

Before being occupied, the property was mostly vacant—only a couple of people still lived in the upper floors of the building. The owner at the time was very interested in letting the building for meanwhile uses, given that the **vacancy made it hard to rent** otherwise. This would prove an important agreement because, as reported by EWEDO, the meanwhile use's initiators, finding landlords who would be willing to accommodate the **flexible lease agreements** that are inherent to meanwhile uses, proved difficult.

The aim of the Blue House project was to create a meeting place in Union Quarter to create a better leisure offer but also as a strategy to combat radical-right presence in the neighbourhood and in the building itself. The project developed in various stages, the first one being the renovation of the property to **improve the attractiveness of the district**. After the renovations were completed, a series of cultural and qualification-for-employment activities were deployed by the main initiator, **EWEDO**, in collaboration with **Dortmund's Job Centre**. The project lasted from **November 2009 to December 2011** [16]. EWEDO collaborated in close partnership with the Job Centre in the development of the **qualification activities and the funding strategy** for them.

IMPLEMENTATION

The activities that took place in the Blue House were primarily of a cultural and qualification-building character. There were four notable creative projects that took place during EWEDO's management: "Shine of Remembrance," "Project Globe," "Slanted showcase for slanted ideas" and "Project Exterior." With the exception of "Project Exterior," the activities implemented as creative projects resulted in the production of artistic artefacts that were showcased inside the Blue House. "Project Exterior" concerned itself with the **rehabilitation of the House's backyard** by repainting it and installing new outdoor seats. Aside from these four projects, the **Blue House also hosted a total of 56 leisure and cultural events, attracting almost 1400 visitors** in this period [16].

The second kind of activity that took place in the Blue House was that of qualification-building with long-term unemployed individuals. This activity was expressly supported and **financed by the Job Centre**. It contributed the financial resources to hire trainers and experts and to sponsor participation slots for the unemployed who would take part in the activity. There was a total of **49 participants**, predominantly male and from 11 different migration backgrounds. The majority of these participants were between the ages of 35 and 45 [16]. The qualification project consisted of teaching a series of modules focused on application training, strengthening key communication skills, career planning, skills assessment, work and social behaviour, internet use, new working environments, IT basics, first-aid training, and fire protection assistance. Along with these training modules, there were also 12 hours per week of staffed socio-pedagogical support that took the form of individual talks, group talks, and fixed consultation hours [16].

The funding for both sets of activities came from the temporary use of vacant property measure of the Rheinische Straße redevelopment—namely, when concerned with the actual building and utility expenses, but also in part from the Job Centre for the specific purpose of the qualification-building project.

It should be noted that the Blue House was the subject of another project directed at the utilization of meanwhile uses which occurred in parallel with EWEDO's interventions: The project **"Youth Checks Vacancies" (*Jugend checkt Leerstand*)** took place in the framework of the model project **"Youth revitalises vacancies,"** which is part of the **Experimental Housing and Urban Development (ExWoSt)** programme. ExWoSt is coordinated by the Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) and funded by the Federal Ministry of Transport, Building and Urban Affairs Urban Development (BMVBS). The project "Youth Checks

Vacancies" (*Jugend checkt Leerstand*) was **developed in cooperation with the Youth Welfare Office of the City of Dortmund**, together with the Department for Child and Youth Development and Union Gewerbehof.

"Youth Checks Vacancies" consisted of equipping young people with the skills and tools they needed to design creative spaces in the Rheinische Straße urban redevelopment area. The goal was achieved by having the participants monitor the redevelopment process and identify vacant properties with good potential. In addition to this monitoring, the project provided a "vacancy check" training that looked at the topic of project management in vacancies and fields of actions such as finances, conflict management, sustainable living, and urban redevelopment. The participants also received a 4-week workshop that covered several creative fields. **"Youth Check Vacancies" ended with a 3-day exhibition at Dortmunder U's UZWEI Cultural Education** that started on December 13, 2012, where the products and ideas that were generated throughout were presented [17].

IMPACT

The renewal of the building achieved the development of a creative meeting point for the neighbours of Rheinische Straße. The activities that were carried out in the Blue House had the intended effect of arousing participants' interest in the project. **The interventions from the qualification-building activity strengthened the labour market skills of many of the participants**; this strengthening can be seen in some of the participants' consolidation of key skills and structured daily routine, the improvement of their social contacts and self-esteem through meaningful activities and occupation [16]. Regarding the impact of Youth Checks Vacancies, the participants identified the Blue House as an ideal site to host youth-friendly activities. The property was to be used as a cultural laboratory in a follow-up project called "Youth Building," but unfortunately the project proposal was not able to be admitted into the pilot project framework that would fund these activities.

Unlike the meanwhile uses of Café U-Jack and Projectgarden, **the Blue House did not manage to transcend into a long-term use**, and after the meanwhile use ended, Union Gewerbehof became the successor tenant in 2012. Currently, the efforts to bring a new use to the Blue House are in need of further development.

Despite the fact that this meanwhile use did not manage to consolidate as a long-term use, **it was a valuable learning experience for its initiator, EWEDO, which was also in charge of executing Café U-Jack and Projectgarden later on.** It was reported that many of the dynamics and conversations these initiators had with other stakeholders and participants set the precedent to how these two following meanwhile uses would be framed.

Particularly in the case of Café U-Jack, some of the activities in the Blue House sparked the idea to create a gastronomy-oriented qualification-building meanwhile use. This idea was later on enforced by the fact that Dortmund' Job Centre's funding scheme for qualification-building activities had changed to favour mostly the fields of gastronomy and logistics. The interaction between the Job Centre and EWEDO is also a valuable learning point, as it illustrated how through alternative collaboration schemes, funding for meanwhile use projects can come from different stakeholders at the same time.



Photo credits: Christian Paul Grün

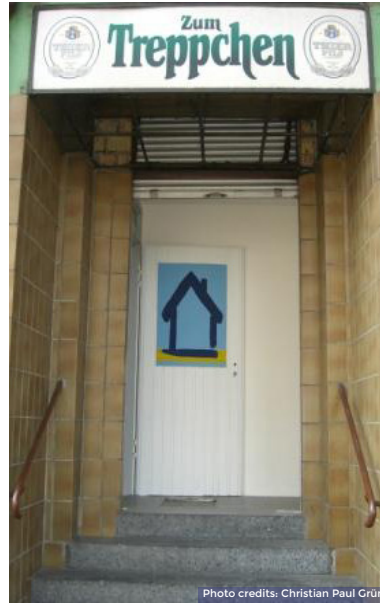


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| QUARTIERSCAFE U-JACK





LOCATION, SITE AND OWNERSHIP

Café U-Jack is located at Rheinische Straße 194 in a building that was used as a restaurant before but was vacant for several years.

The look of the barricaded façade was not pleasant and rather typical for vacancies in this problematic, post-industrial area. **With the U-Jack project the restaurant facilities were build back starting in 2012.** Today, it contains a kitchen, pizza oven, refrigerated counter and is fully usable. The guest room is large enough to host events, meetings and get-togethers for and with residents of the Union Quarter. With the urban renewal of the City of Dortmund and the Dortmund Job Centre, EWEDO GmbH has staged the U-Jack neighborhood cafe as a social project with a cultural offer.

DEVELOPMENT OF THE MEANWHILE USE

The main stakeholder in developing the meanwhile use was a project manager at EWEDO who started negotiations with the owner of the building. The Italian landlord partly ran the restaurant himself for several years, but he also had a part-time job. After closing down the restaurant he had searched in vain for a tenant for five years. Some actors tried to establish other gastronomic offers but failed for different reasons. Due to the problematic look of the site there are many other more attractive gastronomic offers for citizens, e.g. closer to Dortmund U. As part of the urban renewal strategy, the **"Agency for New Uses" offered to fund for the vacant pizzeria.** Several network meetings took place at EWEDO. Finally, an agreement with the landlord could be negotiated. The EWEDO project manager was head of project development and the coordination of the various project partners. This included contacts to the partners of the different institutions (Job Centre, City of Dortmund, Urban Development, VMDO) as well as hiring staff who are or were employed in the projects.

Since the beginning of the project (official opening in June 2012), the neighbourhood café "U-Jack" has firmly established itself as a **meeting place in the neighbourhood** with low-threshold offers of balanced meals and small events for residents and visitors to the district.

IMPLEMENTATION

In 2012 the U-Jack was established as a neighbourhood meeting place. **The project combined funding from the regeneration process for material costs (rent, heating, gas, etc.) and funding from the Job Centre for an employment intervention.** The idea was to **introduce long-term unemployed people to the occupational fields of service, cooking and housekeeping.** Furthermore, with the temporary use of the empty pizzeria the space was to be made attractive again for subsequent tenants. Furthermore, there was an examination by the local chamber of industry and commerce which concluded that the non-professional business did not impose any direct matter of competition to other restaurants.

Because EWEDO did not have prior experience in gastronomic services, the project brought some challenges and the project team had to develop concepts themselves. For example, it was decided to focus on a small selection of dishes, because a larger selection of several dishes to choose from would have put a strain on the organisation of the kitchen. The team collectively agreed on dishes to try out and present in a tasty way. A housekeeper provided by the team helped with the coordination of the processes in the kitchen and the distribution of tasks in services as well as the cash entry and bookkeeping. There was also support from a technical supervisor.

Furthermore, the gastronomic service was not offered at weekends or in the evenings, but only during lunch time at weekdays (half past eleven until 3 p.m.). The other time of the day was used for shopping groceries, for the preparations and for the maintenance of the kitchen, i.e. to prepare everything for the next day.

The offer of the neighborhood café depends on the perceptible needs of the visitors. **The target group are primarily the residents of the district with a focus on socially disadvantaged residents, families and children.** Beverages include non-alcoholic cold and warm drinks. In the sphere of action of a restaurant for the residents of the district, the special social situations and the high proportion of people in need in the Dorstfelder Bridge area are taken into account. **A total of 110 customer cards have been issued to people who only have a small income.** On presentation of the Dortmund Pass, for example, they receive food at reduced prices [18].

Overall, early on costs for gastronomic products could be covered by the revenue from selling dishes. Additionally, there was some budget from the programme "**Socially Integrative City**" as well as from the District Council. The different funding streams were brought together and it was possible for EWEDO to finance the U-Jack project until today while implementing several other projects.

One important project was "**Tandem- Walking together, arriving together**". It was funded by the **Federal Office for Migration and Refugees as a culturally integrative neighbourhood approach and co-financed by the regeneration process and the Job Centre**. The project lasted from July 2015 to August 2018 and was implemented by VMDO e.V. and EWEDO GmbH. **It aimed at bringing people with and without a migration background in the district together** in an action-oriented way and to strengthen their community and culture of dialogue. Different project approaches that were already running by both organisations were combined in order to develop a community supported by all residents and stakeholder groups to create a sense of "we" in the district. Locations for project activities were the neighbourhood Café U-Jack and the **House of Diversity** (headquarters of VMDO) (as well as the Projectgarden later on). The refurbishment of the restaurant was partly supported by another project as a qualification intervention at Café U-Jack, for example over the summer months when the restaurant closed. Participants learned to paint walls, to apply interior design etc. In July 2016 and July 2017, the guest room of the Quartierscafé U - Jack was partially redesigned by participants of the support centre "**Perspektivenwerkstatt**" (Perspectives Workshop) for refugees under professional guidance [19].

Other activities and events included regular international cooking with residents of the district. For example, VMDO conducted **cooking classes for women with a migration background**. Until end of 2018 there was on average one event held every four to six weeks with a total of 23 events and approximately 680 visitors (including readings and concerts). A highlight was the **5 years U-Jack event in October 2017 with over 100 guests**.

IMPACT

Today, the cafe is run by EWEDO on its own terms and is open regularly from Monday to Friday. In addition to a daily changing table, there is a fixed menu with a daily vegetarian offer. For U-Jack, it is important to have a varied range of food and drinks and also to offer dishes that the individual would usually not prepare at home. The neighbourhood **Café U-Jack has become a permanent institution in the Union Quarter**. Visitors to the Union Quarter like to stop there because they have already heard about it. The actors in the neighbourhood know the meeting place, and there are cooperation and working relationships with many of them. **There are regular reports about the U-Jack in the district publication Union Quarter magazine**, and information advertisements are also regularly placed there.

There are also frequent reports in the **Echo of Diversity magazine by VMDO** ("ECHO der Vielfalt"), a publication that many migrants read regularly. The U-Jack Facebook page has been further developed and is updated weekly with the daily dishes [20]. The stylised U - Jack

logo appears on all publications such as handouts, menus and flyers and has created a high recognition value. The neighbourhood café is still to be understood as a low-threshold meeting place for the residents and visitors of the Union Quarter. It is an attractive and visible use of a formerly vacant property that upgrades the district and enhances its image in the long term, especially because this area at Rheinische Straße is a busy place where people pass by going from supermarkets to the tram and subway station etc.

At least two **challenges are present** at the moment. There is **no cultural programme available in the evenings**. Therefore, the area is very different by day when a diversity of people is around and by night when rather disadvantaged, poor people are around. Unfortunately, the café has not had any effect on bringing other people to the neighbourhood at night. Furthermore, the project management cannot regulate which customers use the space. There is **no security service**, so people have to deal with rather unpleasant occasions themselves (e.g. one day the leader of the city's right-wing parliamentary group went to the café).

One important impact about the U-Jack can be emphasized on the side of the participants of the employment services. Through a regular daily routine, positive reactions to their actions and visible activity in the district, the café staff experiences a strong motivation that can have a positive effect on further professional development [18]. Furthermore, **because of the overall positive impact of the meanwhile use for the neighbourhood, EWEDO decided to transform the use to a permanent restaurant location.**



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| PROJECT GARDEN





LOCATION, SITE AND OWNERSHIP

The Projectgarden is located at Rheinische Straße 244. It has been a wasteland area of about 2660 square metres with large trees and the land had been **unused for more than 40 years**. The area is owned by the city and was mapped officially, but lay fallow for several decades. After long negotiations the city's municipal real estate department agreed to an interim use contract and prolonged the funding for interim uses, even though the official funding period for the urban regeneration process had come to an end already. The site had to be prepared in such a way that it was at least safe for people to walk around.

In December 2016, the **Tandem project** was expanded to include the Projectgarden and at the beginning of 2017, the Projectgarden was created. As part of the urban development in the Union Quarter, **the Projectgarden aimed at enabling people to meet nature in an urbanized area. It is home to vegetables, wild plants and local herbs.**

DEVELOPMENT OF THE MEANWHILE USE

The idea and concept development as well as implementation of the Projectgarden has been coordinated by an EWEDO project manager. One of the aims was to **connect several project activities** (e.g. U-Jack and cooperation with VMDO, "StadtGrün naturnah" (greening the city naturally) and IGA2027). The idea was to have a **U-Jack garden area**, where people could grow and process food, including educational offers on basic landscape architecture and farming skills.

Kicking off, **the idea required long negotiations** because the immediate neighbour to the area was opposing a use of the derelict land. However, the conflict could be solved after some time by involvement of the district council and negotiations with EWEDO. Furthermore, EWEDO had **regular monitoring meetings with the Office for Urban Renewal** on the site and had to revise the Projectgarden interim use concept several times.

According to the assessment of the responsible urban greenery department, the project is an interesting pilot project and there are no concerns about its use as a garden. The other specialist offices such as the urban planning and building regulations office, environmental office and civil engineering office had no reservations about the temporary use. However, consideration of tree protection and careful

handling of the soil (soil samples if necessary) were recommended. The real estate department concluded a usage agreement with the EWEDO project manager from December 2016 until the end of the TANDEM project (May 31, 2018). The property was made available by the City of Dortmund to EWEDO free of charge but with an insurance obligation and in compliance with contractual requirements and prohibitions for certain conditions (e.g. no cultivation of food directly in the ground).

The use of the area as part of the “TANDEM” project did not result in any additional costs for the city. The on-site project work was financed within the framework of the “TANDEM” budget and was already included in the calculation [21].

Finally, it was agreed that the Projectgarden could only be used for gardening purposes with **raised beds**, meaning that **no digging into the soil was allowed**. Furthermore, it was agreed that **no buildings could be raised on the ground**.

Part of the governance structure of EWEDO were so-called **"Resilience Interim Use"** meetings where project ideas were discussed with several stakeholders (public, private, civil society organisations and citizens), though the participation of local residents was always marginal.

IMPLEMENTATION

The core idea of the Projectgarden is to promote encounters and togetherness between residents and visitors with and without a migration background in the Union Quarter district. The project work is a valuable interface for contacts between the different groups of people. One focus of the Projectgarden is the **work with children** with and without a migration background from the district, who are to be given the opportunity to **experience nature in urban space**.

Different working groups were offered and people could register in lists at Café U-Jack and VMDO for the **courses** [22]. The courses included wood and technology (construction of raised beds, garden furniture, etc.), gardening, sowing and harvesting as well as cooking and preparation of the products from the cultivation. A **nature adventure trail** for children was created to learn about the flora. VMDO organised several events. For example, a visit to the Projectgarden with a barbecue and a pre-Christmas event with a visit by St. Nicholas, Easter egg hunts in the garden, 4 excursions and district walks.

To support these activities as well as the maintenance and protection of the fenced area, the Job Centre has set up a total **of 6 job-sharing positions**. The long-term unemployed were given the opportunity to become involved in the project. A structured daily routine is intended to promote a return to a normal working life. During their time in the project, the AGH participants learn how to build and

design with wood and they learn metal construction skills such as welding, mixing concrete and shuttering, and how to use simple tools and materials. The AGH participants are involved in the planning of work steps, recording of material requirements, material costs and execution.

Some **challenges for implementation included safety requirements, supervision of participants and visitors as well as the lack of restroom facilities.** The Projectgarden team plans to enlarge the network of organisations that use the garden (e.g. kindergardens, schools) but efforts have stopped due to the Corona-pandemic at the moment.

IMPACT

Even though several actors had been sceptical at first, **the Projectgarden has been a successful interim use and ‘something beautiful’ has been created.** Commitment from all stakeholders, especially in different departments of the city administration, was necessary for permission and implementation. The project manager highly appreciated the openness and willingness of the municipality to discuss the project concept and to revise it to make it implementable. **The Projectgarden is mainly used by organisations that are related to EWEDO and VMDO projects.** However, it is **not widely used by local residents because of limited accessibility.** Therefore, there has not been a big stimulus on the neighbourhood so far.

However, there are at least two important outcomes of the Projectgarden to be mentioned. First, the **garden site was enlarged in cooperation with Emschergenossenschaft** (Regional Water Management Association). The EWEDO manager early on thought about expanding the garden to the nearby river Emscher using part of the area of the rainwater overflow basin owned by Emschergenossenschaft. Finally, in 2020 the Emschergenossenschaft agreed to the expansion and **the Projectgarden site now covers 4.500 square metres in the middle of the city of Dortmund.** As with the first part of the garden, there were concept negotiations about this part with the owner for several years. Again, with perseverance and several concept revisions by EWEDO the use could be implemented.

This expansion of the garden is linked to the second important outcome which can be termed **“IGA 2027 from below”.** **The International Garden Exhibition (IGA) will be hosted at the Ruhr region in 2027.** The project garden lies in the periphery of the IGA 2027 planning area. Therefore, several actors within the district have started planning for activities around IGA2027. One intervention is called **“Green Façade”** with the aim to build flower boxes for local residents. The measure is funded by the Dortmund Job Centre and the Dortmund

City Center West District Council with a material cost grant and is networked with numerous actors in the district, such as House of Diversity / VMDO, urbanists, district management [23]. The project supports the label **“StadtGrün naturnah”** (greening the city naturally), with which **biological and ecological diversity is to be promoted**. It is intended to be implemented as a low-threshold job opportunity, especially for refugees and migrants/ immigrants who are supported in building the flower boxes and to hand it over to residents later on. Furthermore, the EWEDO project manager has ambitions to link **Emscher Art Trail** (Emscherkunstweg) to the Projectgarden [24]. The Emscher Art Trail is a permanent collection of art in public space showcasing eighteen artistic works which are accessible to everyone free of charge. Along the banks of the Emscher river the Art Trail presents a unique conversion of the waterway that has decisively accompanied structural change in the Ruhr region. The Projectgarden could contribute as another point of exhibition in Dortmund within the supra-regional art network of the Emscher Art Trail (for example like the Art Park in Wuppertal by Tony Cragg [25]).



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| SKATE PARK **UTOPIA**





LOCATION, SITE, AND OWNERSHIP

Skate Park Utopia was **located at the back of Dortmunder U**, though with Rheinische Straße as reference, it could be considered as lying west of the U. Being in Dortmunder U's vicinity, the skate park enjoyed a very central location in relation to the city and an advantageous position in relation to the rest of the buildings around it: It was often described as a space that enjoyed unusually prolonged times of uninterrupted sunshine, which contributed to its popularity as a hangout place. Like the U, the skate park was only a few minutes' walk away from Dortmund's central train station and the shopping district at the core of the city centre. Distinctively, aside from having the U as its neighbour to the east, the park was also flanked by two vocational schools at the north, a parking lot and an empty area to the south, and Ritterstraße street to the east.

The site is owned by Dortmund Municipality via the city's Real Estate Agency but the skate park itself **was managed and operated by Skateboardinitiative Dortmund, also known as the Association for the Promotion of Youth Culture.**

In terms of its physical characteristics, the lot was described as being very skateable due to the fact it was paved. This characteristic would also enable the users to build more skating structures later on as the use evolved.

DEVELOPMENT OF THE MEANWHILE USE

The inception of Utopia Skate Park dates back to the collaboration that occurred between Skateboardinitiative and The Urbanists (a stakeholder in the regeneration process, see annex 1) from 2015 to 2017. This collaboration consisted of building semi-mobile skating ramps that were placed in the U's forecourt during summers until it was forced to stop in 2018 due to an open-area exhibition happening at the U.

No longer being able to skate at the front forecourt of the U, skateboarders (not necessarily related to the Initiative) began skating on the stairs located at the back of the U, which faced the empty lot that would become the skate park. A synergy between the city government and the Skateboardinitiative was created when a city official approached them with the offer of using the empty lot instead.

The skate park was first **launched in May 2018**, initially lent by the city for a span of 3 months. The temporary use agreement that allowed for Skateboard Initiative to host the park would be adapted and extended for approximately the next 2 years, until its termination in **June 2020**.

Aside from the Skateboardinitiative and city official's representation, **the skate park had additional stakeholders and supporters: UZWEI Cultural Education**, which is located in the Dortmunder U, would eventually collaborate with the skate park, as well as with the managers of a meanwhile use in Bilbao, Spain, for the creation of an exhibition **called "The Art of Skate."** The exhibition was part of the EU "Smart Places" project along with Azkuna Centroa, a cultural centre in Bilbao with a similar cultural heritage as Dortmunder U. Other identified actors were the administration of the two vocational schools that were north of the skate park, the organisation "The Urbanists," Dortmunder U's administration, and the Real Estate Agency of Dortmund.

The operations and development of the skate park were in large part **financed by the Skateboardinitiative** itself, which, as a well-established youth association, had little but sufficient economic means to finance it and to acquire supplemental funding through the city, and enjoyed the support of its members and external donors.

IMPLEMENTATION

The main activity of the skate park was to provide an open space with skating structures that users could enjoy. However, the inception, development, and operation of the park is also described as having been **highly participatory and horizontal**. This meant that the constructions built in the lot were often the result of members' initiative and their collaboration with one another. Though this was the general dynamic of the park, some of the structures were actually professionally built, using concrete instead of wood or semi-fixed structures, falling under the supervision of the Initiative's board itself. Aside from the skating structures, Skateboardinitiative built a bar hut, a stage, and overseas shipment containers as areas for safe storage.

The skate park was described as **a place where one could go and exercise the creative liberty to build and test whatever they pleased**. It was also popular as a meeting place where students and members of the creative industry often met. Thanks to the stage they had built, the park sometimes hosted **concerts and similar cultural events**, though **impromptu music sessions** would also be commonplace. Aside from these occurrences, the park also hosted bigger events; one of them being an event organized by the Skateboardinitiative every year. They hosted a promotional event for JunkYard, a music initiative in Dortmund dedicated to organizing concerts and were also involved in the activities of a skateboard championship which had its main location in Düsseldorf [26].

However, the most noticeable event that the park was part of was the **Art of Skate exhibition**, which was planned and done in **collaboration with UZWEI and members from the Bilbao skateboarding community**. The exhibition was reported to have created a lot of interest and bringing a lot of visitors to Dortmunder U. Undoubtedly, the most memorable result of this exhibition was how it managed to give visibility to the skateboard community which, as described by the interviewees, was sometimes misunderstood. Regarding its collaboration with Bilbao, notably, this happened through UZWEI, as it was part of the **EU “Smart Places”** project along with **Azkuna Centroa**, a cultural centre in Bilbao with a similar cultural heritage past as Dortmunder U.

IMPACT

The results and impacts brought about by the presence of Skate Park Utopia are largely regarded as beneficial. However, this is not to say that the park did not go through some **challenges and conflicts**.

Reportedly, the presence of the park caused **tension with the vocational schools** located to the north due to the fact that it was a source of noise and distraction. **This was resolved by establishing opening hours for the park and developing channels of communication** with the schools to inform when to expect noise due to construction.

Another point of tension was the accounts of **miscommunication between the city and the skate park managers** towards the end of the meanwhile use. Due to the **special circumstances raised by the pandemic**, communication between the park managers and the city became briefer and at times vague. Similar drops in communication seemed to have happened at the beginning of the meanwhile use when addressing utility services such as trash pick-up from the site.

Despite the occasional challenges, the interactions between the different stakeholders are regarded as having been a great learning opportunity for all involved. Furthermore, the intangible character of the skate park as a place where **creativity and freedom** was rewarded, and where **operation was based on voluntary collaboration**, was described as having an inspiring effect on some city officials. The interaction between the Initiative and the city was a perfect example of how **collaborative city-making** should look to some of the interviewees. It carried forward the statement that it is sometimes good for planning and order to take a back seat in order to foster genuine citizen participation and creativity, as opposed to the participation that stems from top-down processes. In all, Skate Park Utopia was regarded as having been **a meanwhile use that greatly increased the cultural value of the neighbourhood** and that instilled a heightened sense of place and belonging for its users and neighbours.



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**THE ROLE OF MEANWHILE USE IN
THE URBAN REGENERATION
'RHEINISCHE STRASSE AND
DORTMUNDER U'**





| UNDERSTANDINGS OF MEANWHILE USE

This section is dedicated to exploring what the different stakeholders in the regeneration process of Union Quarter and Dortmunder U understand by the concept of meanwhile uses. Albeit the regeneration officially ended in 2018 and it included specific meanwhile use projects, there were accounts of many other actors and initiatives in the process—some still ongoing today—that could be characterised as meanwhile uses or spaces and were not included in this study. This is to say there is evidence that supports **Dortmund was and continues to actively utilize meanwhile uses as a strategy for city-making**. However, this also raises the question of what a meanwhile use actually means, and whether this meaning is communicated or interpreted equally across the variety of actors and stakeholders. In order to gain a fuller comprehension on these “understandings of meanwhile,” this section focuses on two particular dimensions: The German planning culture and the Dortmund planning culture.

This exploration begins with the acknowledgement of a particular characteristic of German planning culture: the fact that **the concept of meanwhile uses (*Zwischennutzung*) is actually included in German planning strategies, programs, and projects as part of the National Urban Development Policy**. For example, meanwhile use interventions can be expressively found in the projects that derive from the program “Experimental City and Residential Development” (*Experimenteller Wohnungs- und Städtebau* a.k.a. ExWoSt). This program belongs to the Federal Ministry of the Interior, Building and Home Affairs (BMI) and is supervised by the Federal Institute for Building, Urban and Spatial Research (BBSR) in the Federal Office for Building and Regional Planning (BBR), and seeks to promote innovative planning measures in urban development and housing policy issues, through research, initiatives, and projects. [27]. Notably, one of these projects, “Youth checks vacancies” (*Jugend checkt leerstand*), took place in Dortmunder U and was aimed at empowering youths to design a new vision for Union Quarter’s Blue House.

One thing to note regarding the legal aspects of meanwhile uses is that they are not differentiated from long-term uses in the law, which means the same legal requirements apply for both types of use [28]. As seen with the experiences from some of the interviewees, this

supposes both a framework for operationalization and limitations for the meanwhile uses. The Blue House is a good example of how the legal aspects of urban land use come into play in the implementation of meanwhile. The ground floor in this historical building had been formerly a bar and this delimited what could and could not be done with the space, in the sense that it could not be physically modified or host a use that would be incompatible with the previous one. A comparable situation occurred with U-Jack Café, which prior to it being transformed into a meanwhile use, functioned as a pizza restaurant and ice cream parlour. The fact that **meanwhile uses must align with the preceding designated use** presupposes the necessity for creativity on the initiator's end, not only because **they must abide by the land use regulations** but also because more often than not, **leasing agreements and financing schemes are also unorthodox**.

Interviewees commented that one of the difficulties in the implementation of meanwhile uses is expectation management with landlords and users. In the context of the Rheinische Straße redevelopment, the **meanwhile uses were implemented as a way to combat vacancies and revitalize the area**. In the experience of some of the interviewees, due precisely to the fact that meanwhile uses are meant to alleviate the problems vacancies carry, **the communication between property owners and the initiators needs to be as clear as possible in order to avoid misunderstandings**. As these buildings are otherwise vacant, when being approached by an organisation that wants to lease their property, they might fall into the assumption that this will bring great economic benefit for them, which is not always the case. Likewise, when referring to users and neighbours, **expectation management happens by including them through participatory methods and by establishing simple but effective channels of communication**, so that they are aware of the scope of these projects. This is especially important when considering aspects of temporality and permanence.

Some of the interviewees in this study had been initiators or promoters of meanwhile uses themselves, and though they acknowledged and understood that their role as meanwhile use managers implied that this role would eventually end along the use, **the predominant expectation was to achieve a transition towards long-term uses**. Interestingly, though, **the interpretation offered by planning research in Dortmund and North Rhine Westphalia suggest that the main characteristic of a meanwhile use is its definite temporality**, and the fact that it will eventually be rescinded in favour of the best possible use allowed by planning law for the site in question [28]. This interpretation of meanwhile was seen in action at the end of the use "Skate Park Utopia", illustrating the obstacles and opportunities it implies: **While it is expected for temporary uses to come to an end, the way in which this end comes about matters**, especially when talking about uses that surged from a bottom-up dynamic, given the high participatory value that sometimes characterizes them [28].



| STRATEGIES OF MEANWHILE USE

The planning culture that defines the different understandings of meanwhile between stakeholders in an urban regeneration process allows to generate expectations and visions for the use's potential, which contribute to their operationalization. However, this concept can be easily mixed with that of 'strategies of meanwhile', which, although similar, it departs from simply understanding what meanwhile means in a certain context and instead focuses on how this understanding is actually materialized. This section explores how Dortmund's understanding of meanwhile was operationalized in the uses that have been discussed throughout this report.

There were 5 elements identified in the accounts obtained from the interviewees that could be considered as part of a strategy for the implementation of meanwhile uses: 1) Planning culture, 2) Management and governance, 3) Resource and tool allocation, 4) Conflict, shock, and challenge management, and 5) Collaboration and communication. It was observed that these elements interact and sometimes depend on one another to create effective strategies, however the particular context of each meanwhile use determines the weight and influence these elements have in the realization of the use. For example, collaboration and communication between authorities, owners, and initiators was observed to be a key element in the creation of a good use management in all four uses. The way this collaboration took place was context specific, though. The conversations that took place in order to create the Projectgarden were not the same as the ones that occurred in the creation of Skate Park Utopia, even though they both occurred in fallow plots. In the case of Projectgarden, there were a series of considerations that needed to be taken into account in regard to safety and access which went into the conception of the use agreement. In contrast, the use agreement that derived in Skate Park Utopia emphasized on construction liberties and short temporalities.

Close communication with the stakeholders involved and affected by a meanwhile use seemed to always be one of the key elements of operationalization: communication was always cited as the means to handle conflict, to negotiate user agreements, and to allocate resources. However, on a second plane, particularly when talking about ownership and resources, creativity and flexibility seemed

to take priority. **Meanwhile uses that took place in built property were particularly susceptible to the need for flexibility** due to the fact most landlords wish for long-term uses, not meanwhile ones. As the uses happening in the properties have the objective to promote culture and to address joblessness, their financing does stray from more conventional dynamics. For example, in the case of U-Jack Cafe, subsidization of utility bills played a role in providing the cafe a head start that would ensure its stability later on.

In terms of financing schemes, the openness and enthusiasm from public authorities towards the meanwhile use concepts also played a key role in their success. In the case of the Blue House, the Dortmund Job Centre was truly instrumental in providing the support and partnership needed to achieve a sustainable funding strategy. It was reported by EWEDO that the Job Centre was always enthusiastically in favour of EWEDO's propositions. Officials from the Job Centre management would not only support the Blue House through funding, but oftentimes also directly. It was reported that Job Centre officials would visit the U-Jack Café and host staff-executive meetings there. In this sense, **the possibility for openness and the willingness to communicate is truly paramount for the successful achievement and implementation of meanwhile uses.**

Straying from the local, at a national level, the strategies of meanwhile take a more abstract turn. Referring again to the ExWoSt programme, **meanwhile uses are considered an important tool for project implementation**, which is a strategy in itself. The fact German planning recognizes the potential of meanwhile uses in urban revitalization sets a precedent for expectations and operation frameworks—even if they are not differentiated in the law.

On a more practical note, and revisiting the idea that an understanding of meanwhile precedes its operationalization, the project Youth Checks Vacancies, which happened as part of the “Youth revitalizing vacancies” area in the ExWoSt programme, illustrates how understanding and strategy interact with each other. Through a series of workshops, the project equipped young participants to identify and design possible youth-friendly uses for vacant properties in Rheinische Straße, and also to empower them as independent actors in Union Quarter after the termination of the workshops. The result of this project was the identification of the Blue House as a possible hosting site for culture and art related uses. The products of this creative process were displayed in UZWEI Cultural Education (located in Dortmund U). The Blue House was meant to be used as a cultural laboratory in the framework of a follow-up project within ExWoSt, but as inclusion in this follow-up project was determined by a competition, it unfortunately was not able to make the cut [17]. Nonetheless, this process illustrates how the understanding of meanwhile of a group of stakeholders, participants in this case, shapes the strategies and concepts for uses in vacant properties.



| IMPACT OF **MEANWHILE USE IN THE REGENERATION** **PROCESS**

The effects meanwhile uses in the Rheinische Straße regeneration project had on the quarter and its community are, for the most part, undeniably beneficial. For one, the accounts gathered in the interviews of stakeholders, initiators, and city officials, attest to the fact that meanwhile uses have the power to change not only the physical appearance of a site, but also the way it is managed, and the interactions that happen in and around it transforming its general dynamic and both enhancing and realizing its potential.

Judging from the experiences of the interviewees, one of the main impacts a meanwhile use has on a regeneration process is that, it gives the impression that something is happening on that place. It **elicits an image of dynamism and potential**, which is welcomed as a tool for the revitalization of neighbour engagement in participatory processes around the meanwhile use and the regeneration process. However, the shift of perception from a derelict or vacant site towards that of vitality is not achieved in the same way nor in the same degree with every user or stakeholder group, as it depends on the level of awareness and engagement the observer has with the meanwhile use [29]. Despite these differences in perception, meanwhile uses in regeneration processes do create a distinct environment where **collaboration and co-creation are easier and likelier to happen** [29].

When looking at the meanwhile uses presented in this case study, and particularly in the case of Skate Park Utopia, it is evident that one of its greatest impacts was the successful engagement of those involved in its management, operation, and use. This involvement was achieved thanks to the dedication of the initiators and the channels of communication that were established with the city of Dortmund. However, a large element of its success was also the character of the meanwhile use, which was quoted as a very participation-friendly space. This involvement brought on about a greater sense of responsibility from the side of the initiators, and a hands-on experience on how to creatively establish channels where effective collaboration can take place between initiators and authorities.

It should also be noted that these mechanisms of collaboration and communication happened more organically in the case of Skate Park Utopia due to the origin of each of the meanwhile uses. The Skateboardinitiative Dortmund, which managed the skate park, is an association that focuses on youth culture promotion and to an extent were also users of the space. The other three meanwhile uses presented in this report, were initiated by a consulting agency and were part of the regeneration process. In the case of the Blue House, U-Jack Café, and Projectgarden, the intent was to manage the uses in such a way that they can be inherited by the users or participants, but these efforts proved successful only to a certain extent. Unlike the skate park, the meanwhile uses run by EWEDO are more vulnerable to the lack of funding because their financial security was first ensured by the regeneration itself and on-going projects happening on these sites, which as they ended, confronted the users and managers of these spaces with the challenge of self-financing. Currently, such **challenges are exacerbated due to the pandemic** and the hindrance it forces upon gastronomy and leisure industries.



| CONCLUSIVE REMARKS - SOME CRITICAL ELEMENTS

This study identified three critical elements offering a source for potential opportunities as well as challenges. This section shortly discusses what these elements are and what they might suppose for the future of Union Quarter and its meanwhile uses.

THE ROLE OF THE GERMAN PLANNING CULTURE

As mentioned before, **German planning culture plays a key role in how meanwhile uses** are understood and implemented across the country. Aside from the frameworks already discussed, the National Programme for Urban Regeneration is one of the **policies that currently guides how meanwhile uses might be implemented** and considered in future urban redevelopment processes in Germany [30]. **It is necessary to acknowledge the contextualizing nature of these documents because they also influence the perception of important questions to consider regarding meanwhile uses.** Namely, the role of legality and informality, who actually decides what “meanwhile” is, what funding and business models might be available or suitable for the implementation of meanwhile uses, and the role of temporality in whether or not use permanence is regarded as a signifier for success. Furthermore, participation is a key requirement in the National Programme for Urban Regeneration, for example highlighting the importance of social cohesion [31].

THE REGENERATION PROCESS IS OVER

The regeneration process in Union Quarter came to an end in 2018, which now raises the question of what might happen to the changes that were achieved in its implementation time. The evaluation reports as well as accounts from the interviewees, state that the quarter management, which was regarded as one of the reasons for the successful engagement of the community and local stakeholders, was funded until 2016 and then extended to the end of the regeneration. But as the management is now left to its own

capacity just as the meanwhile uses are, **the question is how to sustainably finance these interventions, which are necessary for the consolidation and continuation of the transformations that occurred in the regeneration.**

The interviewees perceive a general improvement in the neighbourhood, and residents and visitors are somewhat more careful with the public space. However, these improvements are threatened to be partially overturned due to the end of funding and municipal attention: There is evidence residents are beginning to take less care of tree discs, there is little funding but no coordination of neighbourhood caretakers, who are now deployed by the City of Dortmund in the action areas, and Westpark will soon reach capacity now that the renovations have turned it into a desirable summer hotspot. Some of these pressures might be exacerbated by the effects of the COVID-19 pandemic.

NEW OPPORTUNITIES

Though visible improvements were achieved with the regeneration, urban attractiveness vanishes towards the west of the quarter (starting in the east at U). Particularly in the case of the major projects like the conversion of Rheinische Straße and the former Hoesch headquarters, there has been no visible progress in recent years. As a result, **not all interviewees (in the evaluation report of the regeneration) perceive a change** at all in the section west of the Dorstfelder Bridge. It is true that the subarea still has considerable shortcomings and is lagging behind the rest of the district in terms of attractiveness [5]. Nonetheless, individual interviewees note the fact of **new opportunities for the implementation of meanwhile uses in the future**, particularly considering the **Smart Rhino** project and the **International Garden Exhibition (IGA)**. Smart Rhino is a project where a 52-hectare fallow plot belonging to the former Hoesch Spundwand und Profil GmbH (HSP) factory site will be developed into a sustainable, urban district and utilizes innovative concepts for mobility, energy, and waste management, which might invite ideas for the implementation of meanwhile use concepts [32]. Likewise, the IGA which is scheduled to happen in the Ruhr Metropolis area in 2027, could be a potential stage to display the achievements of Projectgarden while implementing meanwhile uses as part of the exhibition itself [33].



Dortmunder U and Union Quarter - The Role of Meanwhile Uses in Urban Regeneration is part of T-Factor's Advanced Cases Portfolio (D2.1). Discover more at www.t-factor.eu.

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ANNEX



| LIST OF MEANWHILE USE STAKEHOLDERS

Organisation name	Meanwhile Use	Role	Organisation description
Dortmund municipality	All	Owner, enabler, developer	Municipal administration
City Planning Department	All	Owner, enabler, developer	Municipal administration
Real Estate Agency	All	Owner, enabler	Municipal administration; agency in charge of handling vacancies and site development.

Cultural Office of the City of Dortmund	Utopia Skate Park	Enabler	Municipal administration; office in charge of cultural affairs. Involved in the management of Dortmunder U and its projects.
Dortmund Job Centre	Blue House, U-Jack Café	Enabler	State agency; in the context of EWEDO's meanwhile uses, it is an enabler for project funding.
Dortmunder U management	Utopia Skate Park	Enabler	Public administration office; administrative and conceptual programme management of Dortmunder U; provided Utopia Skate Park with certain utilities.
UZWEI Cultural Education	Utopia Skate Park, Blue House (Youth Check Vacancies project)	Enabler	Public office located in the second floor of Dortmunder U, which leads cultural and artistic programmes for youths. Collaborated with Utopia Skate Park in the creation of an exhibition for Dortmunder U called 'The Art of Skate'.
Dortmund Skateboardinitiative	Utopia Skate Park	Initiator, manager	The organisation behind Skate Park Utopia, also known as the Association for the Promotion of Youth Culture.
Die Urbanisten	Utopia Skate Park	Initiator, enabler	A civil society organisation that develops research, projects, and interventions in Dortmund. Their primary focus is the development of public space as an interface for culture promotion and a participatory society.
VMDO GmbH	U-Jack Café – TANDEM project	Initiator, enabler, manager	The Association of socio-cultural migrant associations is a civil society organisation that promotes the encounter and exchange of the cultures that exist in Dortmund. In the context of U-Jack Café and Projectgarden,

			VMDO conducted projects to integrate refugees and migrants, which took place in the café.
EWEDO GmbH	Blue House, U-Jack Café, Projectgarden	Initiator, manager	EWEDO is a consultancy company in Dortmund that develops job market-oriented solutions, primarily oriented for immigrants, refugees, and jobless individuals. They were the primary initiator and manager of the three meanwhile uses of the urban regeneration masterplan.
Union Gewerbehof	Blue House	Manager	Union Gewerbehof is a cooperative of small and medium companies in Dortmund, which also provides urban experimentation spaces. It works in close collaboration with the Urbanists and InWest e.G. In the context of the meanwhile uses, it became the tenant of the Blue House after EWEDO finished its Blue House project.



LIST OF BROADER REGENERATION STAKEHOLDERS

The actors which though not directly related to the meanwhile uses, were key collaborators with the meanwhile use stakeholders or otherwise indirectly instrumental for their development:

Organisation name	Role/ Regeneration activity	Organisation description
Museum Ostwall	Partners in Dortmund U	The Museum Ostwall (MO) is the museum of the city of Dortmund for the art of the 20th and 21st century. For 60 years it was located "Am Ostwall", today its collection is part of the Dortmund U - Center for Art and Creativity.
HMKV Hartware MedienKunstVerein	Partners in Dortmund U	The HMKV Hartware MedienKunstVerein is a platform for the production, presentation, and communication of contemporary and experimental (media) art.
UZWEI- Centre for Cultural Education	Partners in Dortmund U	The Centre for Cultural Education is located on the second floor of the Dortmund U. This is where new forms of cultural education in the interaction of digital and electronic media and the production and communication of art are tested and offered.
Dortmund University of Applied Sciences and Arts	Partners in Dortmund U	Since 2010 the University of Applied Sciences and Arts uses the University Floor in the Dortmund U for exhibitions, events, projects, academic exchange and public readings
TU Dortmund University	Partners in Dortmund U	In the U, TU Dortmund University demonstrates that art, creativity and innovation are important to the university and that science and research are significant parts of the cultural system.

ecce	Partners in Dortmund U	The european centre for creative economy (ecce) originated in the Capital of Culture RUHR.2010 – the first European Capital of Culture that understood cultural and creative industries as the mainstay of their programme and recognised them as a component of cultural diversity. Ecce is committed to directly supporting players from creative industry sectors and the development of locations and spaces for creativity
Neue Kolonie West e.V	Rheinische Straße. Creative 2010	Civil society association that was very involved in the urban redevelopment of Rheinische Straße. It was specifically involved in two of the masterplan activities, and it currently carries out projects to heighten Union Quarter's visibility and that of its artists and cultural workers (e.g. development of qualification network for entrepreneurs).
InWest e.G.	District management, creation of Rheinische Straße e.V., district service coordination	A district cooperative that was founded in 2011 with the objective of accompanying and supporting the urban redevelopment process. It was involved in several of the masterplan activities that dealt with the coordination and organisation of the district and its citizen participation. It primarily focuses on visibilization, public relations, and funding projects in the district.
FUNDO GmbH	Rheinische Straße. Creative 2010	A private company commissioned with some of the projects that were developed in the Rheinische Straße. Creative 2010 activity of the masterplan.
Emschergenossenschaft	Property owner of Projectgarden enlargement	Regional Water Management Association
Weyland GbR., WohnBund-Beratung NRW GmbH	Vacancy Management – Agency for New Use	A consultancy company that advises on the implementation of innovations in urban development, housing, construction, and housing management. It was part of the vacancy management activity in the masterplan, which would derive in other activities to restore and rehabilitate facades and store fronts.
PURE Public Relations	District marketing and image	The public relations agency that was in charge of developing the new image and marketing strategy for the new Union Quarter.

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TFACTOR HAS RECEIVED FUNDING UNDER HORIZON 2020 RESEARCH & INNOVATION PROGRAMME WITH GRANT AGREEMENT NO. 866887