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TEMPorary USEs as start-up actions to enhance port (in)tangible heritage

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INTRODUCTION

This document summarises the main issues to address in relation to the exploitation of temporary uses for the valorization of the port-related Cultural Heritage, basing on the experience of the TEMPUS Project. In port cities of the European Union, traditional industrial areas, oftentimes built around the port, have widely been rendered obsolete in an increasing pace by the development of technology, by the accelerating change of social needs and lifestyle, as well as by the life cycle of economic activities. Promoting the cooperation between different levels of public authority and property owners interested in the revitalization of areas that are abandoned or with obsolete functions can enhance their economic prosperity and the attractiveness of the city. To facilitate the revitalisation of such areas, TEMPUS has tested the effectiveness of Temporary Uses in 3 pilot cities (A3.3). The results of this cross-border cooperation, summarised as recommendations, can significantly support the work of the decision makers and professionals creating new conditions in urban development.

The aim of this document, then, is to provide useful pointers to adjust the existing legal regulations to activate and enhance the effectiveness of different types of temporary uses, by offering suggestions derived from the experimentations carried out during TEMPUS. The recommendations, proposed by Local Shipyard Groups and discussed in meetings, consist in 4 key points:

1. Simplify procedures so as to make operations fast in their implementation
2. Facilitate the implementation of temporary uses also by making them economically appealing.
3. Design temporary uses as climate-neutral facilities as part of the virtuous mechanism of the circular economy.
4. Increase the decision-makers' awareness of the potential expressed by temporary uses as tactical tools for strategic goals to be used in urban transformation processes or territory enhancement (including Cultural and Natural Heritage valorisation)

1. SIMPLIFIED PROCEDURES

The first recommendation stemmed from the practical experimentation in TEMPUS pilots is to streamline procedures and bureaucracy, so as to make operations faster in their implementation. The

time factor is obviously a key dimension when talking about temporariness: both the implementation and the potential removal of the intervention must be fast. If procedures are overly complicated, this feature is lost.

It is nonsensical that temporary installations need to have the same level of red tape as their durable counterparts. This applies especially in case of the most complex typologies of temporary uses, such as Incremental re-activations, Container-based temporary uses, and Tactical urbanism: while some features are comparable to constructions built to last, such as structural and seismic stability and safety, others are very different, such as the duration of the technical systems (HVAC, electrical, etc.) and their distributions, piping and connections. Nonetheless, the bureaucracy for their installation, their compliance and performance requirements are the same, and sometimes the time needed for their achievement is almost as long as the entire life cycle of the temporary use they are destined to. The organisation of events is also a bureaucratic labyrinth, according to the level of complexity of the event and the number of participants: from insurances to permits for commercial activities, to copyright authorizations, and so on. Urban art actions, on the other hand, have often proven to be simpler to implement: in case of street art, for example, little documents are required other than the wall owner's permit.

Another type of procedure that defies the purpose of temporariness with its lengthiness is assignment and contract procedures, such as public procurements and bidding processes. They are normally complicated, and justly so, but concur in obstructing temporary uses, especially when the procedure handlers are not familiar with temporary uses and are not sure of the necessary red tape. This applies to all kinds of temporary uses, but in the TEMPUS experience, it is especially complex for Incremental reactivations and Container-based projects aimed at hosting specific functions (such as bars or co-working spaces).

Aside from acting at the local level to obtain simplified procedures for the implementation of different types of temporary uses, and especially to streamline the procedures for the temporary connection of facilities, based on the TEMPUS experimentations, here follow a few suggestions to work with the current regulations and enhance the main feature of temporary uses, which is, in fact, temporariness:

1. drafting a local vademecum to make it easier to navigate the complexity of authorisations and permits required for all types of temporary use.

2. forming a trans-sectoral task force within Municipalities composed of representatives of different Departments (s.a. Urban Planning, Culture and Environment). This task force would be in charge of collecting all the necessary documentation, by collaborating with the public/private and cultural institutions (Ministries, Port Authorities, foundations, etc...) managing Cultural and Natural Heritage, so as to provide stakeholders with all the necessary information.

2. ECONOMIC FEASIBILITY

To make temporary use a widespread key element for the reactivation and valorization of spaces and assets, the issue of their economic feasibility must be tackled. Incentives or benefits can be fostered by the Public Administration to promote the adoption of temporary uses also among private entities, or to facilitate their implementation in privately owned areas. For example:

1. A dialogue can be opened with the municipalities about possible tax relief, for example regarding property ownership or land use, in case of valorization/regeneration of a disused area or asset.
2. Power supply is also an important expense: where reductions on supply rates are set at the national level and there is no room for negotiation at the local level, as happens in Italy, sponsorships from suppliers can be sought at the local level.
3. Suppliers supporting valorization projects promoted by the municipalities could be offered specific local tax relief.
4. Finally, local municipalities could fully or partially bear the cost of temporary utilities, and offer services for temporary uses for free or for a fixed fee.

Moreover, funding sources alternative or complementary to the public or private investment alone can be found: for example, crowdfunding campaigns aimed at people (especially citizens) interested in the reactivation of specific spaces in a city.

The economic sustainability of temporary uses is fundamentally related to revenue-generating activities, or even self-financing. In Croatia, the Protection and Preservation of Cultural Property Act provides the possibility for concessions, as a form of acquiring the right to economic use of cultural assets or the right to perform economic activities in connection with cultural assets. The concession

of public space is also allowed in Italy, but for timeframes that are not compatible with temporary uses. If adapted to their specific features, concessions could certainly be used as one way for activating temporary uses. A possible solution would be the creation of specific collaboration and cooperation pacts between public Institutions (s.a. Municipalities or Port Authorities), and citizens or stakeholders for the valorization and management of the cultural asset via temporary uses, with compatible timeframes and procedures.

This would make temporary uses more appealing to the public or private investors interested in the reactivation of specific spaces in the city. In fact, temporary uses are intended to trigger a transformation process of a specific area. To this end, although temporarily, they must be kept alive and thriving, and must generate a revenue to self-sustain and to generate the funds for their evolution towards the transformation of the area so as to create an ecosystem of functions (public, profit, and non-profit), well rooted in the area. The actors who should manage this transformative project are non-profit organisations and associations, whether installed in temporary infrastructures, involved in the organisation and/or management of temporary uses, or even simply participating in its aims and purposes. In this perspective, incentives can be granted to those who decide to start such activities.

On the other hand, the temporariness of these interventions might scare off investors. For example, following the Italian present regulations, temporary uses, especially structures, are expected to be dismantled after 5 years. But, if the master plan behind the project is not only insightful, but also strategically well thought-out, at the end of its limited lifespan the temporary use should have successfully developed and rooted, possibly becoming a new vital point for the city. In this case, new stable functions, tested via the temporary uses foreseen by the master plan, should be installed in the area, implying proper investments and regular red tape, but also starting to generate Return On the Investment for the investors. Then, the reasoning to be made about temporary uses should be decidedly broader, opening up a new strategic approach to designing: to experiment new functions with temporary uses, then, if the project works, to expand it and improve it in forms, materials, and uses, basing on the observations done during the standard duration of 5 years; on the contrary, if the project does not work or loses its effectiveness due to a variety of reasons, it is dismantled (totally or partially) according to preemptive plans on the life cycle of materials/facilities and their potential future relocation, and another temporary use experimentation can start in its place. This way, investors and entrepreneurs can be more motivated to be involved, by obtaining more guarantees in case of

success, and otherwise containing possible losses due to the intrinsically low cost and short lifespan of the temporary use.

3. ENVIRONMENTAL SUSTAINABILITY

When implementing certain temporary uses, it is important to take into account the contribution to the protection of nature and the environment considering the overall sustainability (environmental at first, but also social and economic) and the emerging need to develop a “climate-neutral solution¹”. During all interventions in the space, it is necessary to take care not to disturb the surrounding flora and fauna, and preserve the biodiversity, as well as the physical space and its aesthetic values. Taking into account that temporary uses should contribute to the Cities’ economic progress, tourist sector included, given that they facilitate the diversification of social and economic activities in the urban context and contribute to create a milieu rich in proposals and potential relationships, as a byproduct they also favour a better distribution of tourist flows.

Moreover, especially in the case of temporary uses that include infrastructural interventions (container-based, incremental re-activation), special attention should be paid to the use of sustainable solutions, such as: environmentally friendly and recyclable materials and design solutions oriented to favour recycled solutions or based on secondary raw materials, taking into consideration their impact at the end of the temporary use limited life cycle, so they do not become waste, but fall into the virtuous circle of recovery, recycling, or reuse.

In addition to that, the energy-efficiency of the envelope-technical/HVAC system is now a fundamental and indispensable feature to guarantee a climate-neutral temporary use, by virtue of compulsory European legislation. The TEMPUS experimentations have spurred a reflection on how to balance the ratio between energy produced and consumed by the temporary use and also, tangentially, which technical solutions can be adopted in case the intervention is made in off-grid contexts that are not served by power supply. Here follow a few pointers resulting from such reflections:

Events / urban art actions / Tactical urbanism for CH:

- to supply the necessary electricity, a renewable energy accumulator of the appropriate

¹ *Climate-neutral solutions: integrated technical solutions developed and installed with the aim to reduce greenhouse gas emissions as much as possible and conceived/structured to compensate for any remaining emissions through nature-based solutions or renewable energy sources as functional integration.*

capacity can be used. Although it might not be a cost-effective solution, the recharging of the generator can be thought of as a service, using a transportable accumulator that has been charged with renewable energy in a different location and can be brought to the venue of temporary use.

- to solve the issue of lighting, rechargeable lamps, fixed or portable, can be used. The lamps can be equipped with their own solar panel, absorbing solar energy during the day to be used at night, or provided with a battery that can be connected to photovoltaic plants not necessarily located in proximity of the temporary use, in case the venue is in a remote area.

Container-based temporary uses:

- current technology allows to produce/accumulate as much energy as is needed for the temporary use in the space of a container roof. The solution is easily designed and implemented, given that the efficiencies of today's panels have increased dramatically, the technology for storage is ever more reliable, and the volumes are relatively small.

Incremental Re-Activation:

- different stages of the area's evolution can be accompanied by the same solar panel modules, mounted on different supports according to their location. For example, photovoltaic plants can be grounded systems at first, then they can be moved to rooftop systems in later stages of the infrastructure's evolution, provided that this aspect is well taken into consideration in the intervention's planning so the final permanent structure is predisposed for hosting the panels.

The lack of connection to the grid, instead of being seen as a deficit, can even serve as a prompt to imagine new ways of implementing events/activities that do not consume energy, or that reinterpret how it is used. This way, temporary uses can be also exploited to experiment with new solutions, technologies, and materials.

4. POLICY MAKERS' AWARENESS

In Croatia there is no regulation regarding temporary uses yet. On the other hand, the Italian Region Emilia-Romagna, where Ravenna is located, has recognised temporary uses at the legislative/regulatory level with the promulgation of Law No. 24/2017: "For the purpose of activating processes of recovery and valorization of buildings and urban spaces that are disused or in the process

of being disused, and, at the same time, encouraging the development of economic, social and cultural initiatives, the Municipality may allow the temporary use of such buildings, for uses other than those permitted. Temporary use may involve both private and public buildings for the implementation of initiatives of significant public interest, and does not involve a change in the intended use of the real estate units concerned. It shall, in the absence of building works, be implemented without a permit." (Art. 16, para. 1). In addition to that, the Emilia-Romagna Region has devised the "Tender for urban regeneration" to fund projects that might concur to the regeneration of the territory. Summed up with art. 16, this opens up possibilities for the diffusion and exploitation of temporary uses and is, in fact, a first step in the right direction. But, by focusing vertically on the single intervention, this step falls short in recognizing: regeneration processes as a complex and layered integration of actions and interventions that need to be knit together strategically; and temporary uses as a key element in devising and implementing such strategies. In fact, it is important to raise the policy makers' awareness not only on the potential of temporary uses as key strategic elements for Cultural Heritage reactivation and valorization, but also on their privileged role in sparking and supporting articulated transformation processes, due to the strategic thinking that must be put into designing temporary uses in order to bring their function to stability, which are important goals for the TEMPUS project.

As a result of TEMPUS experimentation, we can conclude that, in order to be able to promote temporary uses of different kinds, even in the absence of specific legislation, it could be possible to proceed on both Adriatic coasts in the direction that the Emilia-Romagna is starting experimentally to pursue, that is to constitute lists of minor Cultural Heritages whose valorization has potentially also a public value (while also being able to accommodate functions that generate revenue), so that the properties included could:

1. have a facilitated procedure for the realisation of events, urban art action, and/or tactical urbanism;
2. participate in calls generally aimed only at public buildings, since their value for the regeneration of the territory is recognized;
3. be supported in a logic of inclusion of more complex processes (such as, in Ravenna, the urban regeneration process of the Darsena District where the pilot area is located).

CONCLUSIONS

TEMPUS focuses on Cultural and Natural Heritage related to the port reality of Adriatic coasts cities, but its principles are valid in any context. Actually, temporary uses should be part of local ordinary planning, as means of support for the plans implementation. To this end, it is of the utmost importance to build on the TEMPUS experience and further the experimentation with temporary uses, drawing the attention of policy makers on tangible results in a short time, eventually integrating this fast, light, cost effective and sustainable instrument as a norm in territory enhancing practices.