

## Forte Sant'Andrea, Venice

### *Isola di Sant'Andrea*

The Forte Sant'Andrea complex, located on the island of the same name in the Venetian Lagoon, was built in the mid-1500s on the remains of defensive structures built in the previous century to protect the access to the city from the sea.

This massive fortress spans an area of around 2,5 hectares, comprised of a central tower, ancillary structures, and roughly three hundred meters of waterfront walls, spaced by forty gunboats placed by the water and a second battery placed on the terraces.

The regeneration and valorisation of the Forte

Sant'Andrea complex must take into account the surrounding context, such as the functional purpose of the site, the management methods and redevelopment strategies of the nearby islands and, as well as the uniqueness and fragility of the lagoon ecosystem.

The valorisation of the Fortress should be achieved through the design and concept of a development model that integrates environmental, social and economic elements.



#### **Plot Area:**

The fort is located within the Venice lagoon, at the tip of the Vignole island, spanning roughly 25,000 square meters. Within this area, there are 17 buildings covering a total area of approximately 9,000 square meters.

#### **Expected Land Use:**

The transformation should focus on making the site accessible to the public, creating new places for the community. The project will have to be repurposed according to the "low carbon" principle, in compliance with the guidelines provided by the Superintendence, as outlined in the Fortress's Decree of Restriction, ensuring interventions are carried out with a focus on sustainability. Mixed functions can be integrated, including cultural and museum activities to preserve the historical significance of the compound, potentially extending to research and innovative

activities, as well as recreational functions and sports (complementary to museums and tourism), can be incorporated into open spaces, as well as tourist accommodations and services for the public.

#### **Site Ownership:**

State Property - Artistic Historical Branch.

#### **Type of Property transfer intended:**

Enhancement concession ex art. 3-bis Decree Law No. 351/2001 converted, with amendments, in L. no. 410/2001, with a duration of between no. 6 and no. 50 years.

The economic aspects of the transformation will be evaluated in the second phase of the competition.

#### **Deadline for the submission of the Expression of Interest:**

11 July 2024, 18:00 CET

## Presentation of the site and development expectations

The Fort is located on the island of Sant'Andrea, on the eastern side of the Venetian lagoon, at the southern end of the island of Vignole; overlooking the islands of Certosa and Lido. At present, the complex can only be accessed by private boats, as there are no landing places for public service vehicles. Pending an intervention on the integration of public access lines, the project must include plans for establishing a dedicated route and landing area to enable public accessibility to the site.

Under Law no. 798 of 1984, the Municipality of Venice holds a ninety-nine-year free concession for the nearby island of Certosa, which in turn entrusted the implementation of the plan for the recovery and enhancement of the Island to a private entity. This entity has built a hotel, organises sailing programs, cultural events, and oversees the island's historic structures for events and conferences, all set within an extensive park designed to showcase the site's ecological significance.

Lido Island boasts significant natural beauty, highlighted by the WWF-protected oasis featuring distinctive white sand dunes, creating a unique landscape. Primarily renowned for tourism and swimming, its beaches, summer kiosks, and amenities, including a golf course, establish it as a premier summer destination in Venice and across Italy. Additionally, the renowned International Film Festival is hosted annually at the Palazzo del Cinema on Venice Lido.

The fortress boasts a formidable presence, stretching approximately three hundred metres along the waterfront, extending beyond the central keep. Its rugged walls feature a central gateway and forty embrasures positioned at the water's edge. Behind the keep lies a system of thick walls and staircases, aimed at making the fort invulnerable to enemy fleet fire. The fort was built in the mid-16th century on the remnants of 'Castel Nuovo,' a former harbour defence, according to the design of architect Michele Sammicheli.

The complex underwent multiple adaptations to meet evolving military needs. By the late 18th century, a three-story structure was added to the southern facade, along with two buildings on the western side designated for ammunition storage and warehouses. During the Austrian period, interventions were made altering the fort's layout, such as the separation of the lunette from the body of the fort by means of a canal. In the early 20th century, new concrete structures were constructed to serve as bunkers and storage facilities. Currently, there are no assessments available regarding the characterization of war risk.

The area facing Lido Island is characterised by a fort system comprising the following buildings: two service buildings, three warehouses, command building, tower, portal, two casemates, two curtain walls, a former barber's shop building, a depot and an electrician's office. Positioned within the trapezoidal area behind the fort system, enclosed by a gully, are the powder magazine and the command secretariat.

In the area overlooking the former seaplane canal, there is a small church. This portion of the former Fort Sant'Andrea, specifically the former Military Church (Church of Santa Maria Nascente) and the area delineated in the Land Register of the Municipality of Venice - Section VENEZIA - Sheet 22 as part of MN. 326, has been granted on a nineteen-year concession basis, Racc. Ag. Demanio no. 2203 of 31/01/2023, for the period from 01/02/2023 to 01/31/2042, in favour of a private entity.

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Identification of area (outlined in red), excluded from this initiative, as it is already affected by 19-year concession to a private entity

The competition process referred to in this document pertains to the section delineated by red dashed lines below, which will be the subject of planning and subsequent enhancement.



The Fortress spans approximately 25,000 square meters and encompasses seventeen buildings, totaling around nine thousand square meters of gross floor area. This expansive area provides ample opportunity for environmental and landscape enhancement, particularly through the development of green spaces, including regulated public usage with a focus on recreational and sports activities.

The Fort Sant'Andrea complex is currently disused, devoid of any occupation. Despite this, the existing portions remain in relatively good condition. As for the portions in a dilapidated state, the participating team can conduct a detailed assessment of their historical outlines through traces of foundations, structural elements, and historical documentation. Reconstruction of these portions, deemed significant for contextual restoration, may be considered for the project's intended uses. This reconstruction would be subject to agreement with the Agenzia del Demanio and the relevant Superintendence, following the acquisition of necessary building permits. Historical research findings and reference materials will be provided from the outset of the project.



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The future development vision for the site emphasises its cultural significance. Creating a museum complex alongside tourist amenities could explore the history of the Serenissima and its endeavours, enhancing the site's historical narrative. Introducing mixed-use facilities and tourist services aligned with the museum and cultural aspects could strengthen the site's identity, promoting a resilient and inclusive transformation of the entire area undergoing functional conversion.

Given its status as part of a unique and delicate ecosystem, the protection and enhancement project must adopt an integrated model (environmental, social, and economic) deeply attuned to sustainability and the surrounding landscape context.

Environmental and landscape enhancement initiatives could include the development of a well-equipped park within the expansive green spaces, catering to sports and recreational activities that complement the site's primary tourist and museum functions while respecting its distinctiveness. The transformation of an abandoned complex should prioritise enhancing accessibility for the local community, thereby strengthening community cohesion.

Tourist amenities should adhere to the principles of sustainable tourism and resilience. Recreational and sports facilities, where incorporated into the project, may be situated not only in open areas but also within built structures. Sustainability considerations should encompass environmental, landscape, and culinary aspects, promoting sustainable food production and highlighting the site's natural offerings. In addition, the project design will be required to pay special attention to measures related to sustainable water management.



## Specific planning rules and regulations

Forte Sant'Andrea is identified in the N.C.T. of the Municipality of Venice, specifically on sheet 22, parcels A and 326 (part). The area on which the state-owned complex stands, falling within the lagoon boundary (D.M. LL.PP. n°9/1990), is subject to the following regulatory framework:

- air navigation constraints approved by ENAC;
- protection regime of 'areas of naturalistic interest - Natura 2000', Sites of Community Importance (S.I.C.) and Special Protection Areas (SPAs);
- landscape constraint (Legislative Decree 42/2004);
- cultural constraint (Legislative Decree 42/2004 art.12 - Cultural Heritage - Public Property) Decree of 28 August 2013;
- seismic constraint (O.P.C.M. No. 3274/2003);
- archaeological risk (Legislative Decree no. 42/2004 art. 157), as per communication of the Archaeological Superintendence prot. 10912 of 12 August 2013.

In a memorandum dated 23/10/2023, the Agenzia del Demanio forwarded a request to the Ministry of Culture (Soprintendenza Archeologia, Belle Arti e Paesaggio for the Municipality of Venice and the Lagoon and MIC Regional Secretariat for the Veneto), for the Authorization to Concession ex at. 57 bis of Legislative Decree 42/2004. The signing of the concession contract is contingent upon the issuance of this authorization. For additional constraints and details, please consult the Certificate of Urban Destination available in the *dataroom*.

In the municipal spatial planning document, the Variante to the PRG for the islands of S. Erasmo and Vignole designates the area of the Fortress of Sant'Andrea as part of the "Perimeter of compulsory implementation instruments" (as per Article 102 of the N.T.A.) and identifies it within the Z.T.O. "A" as the "Fortress of Sant'Andrea" (as per Article 76 of the N.T.A.).

Article 76 of the N.T.A. of the Variante al P.R.G. outlines the guidelines for drafting the implementation tool and specifies the permissible uses:

- for the monumental complex of the Forte Sant'Andrea, cultural equipment and services, including exhibition spaces, museums, and archives, should be provided in a manner compatible with the significance and value of the complex;
- for buildings on the southern side of the lagoon, in addition to the uses envisaged in the previous point, uses are permitted for research centres, libraries, archives, universities or university-level training and/or research institutes, association and/or representative offices, association equipment, accommodation, catering and related services;
- for buildings not on the lagoon front, in addition to what is permitted in the two previous points, uses for collective housing and collective facilities are permitted.

Furthermore, restoration through philological reconstruction of collapsed artefacts, provided their preexistence is confirmed and their reconstruction is essential for contextual restoration, is permitted. The construction of new buildings is not allowed.

Regarding outdoor areas, it is stipulated that they must be appropriately landscaped with the planting of indigenous or naturalised tree and shrub species. Additionally, outdoor recreational and sports facilities may be established if they serve the intended purposes, up to a maximum extent of 0.02 square metres per square metre of the Ut (Utilizable Area).

Lastly, the construction of landings (as per Article 97 of the NTA) and moorings for boat parking (as per Articles 95 and 96 of the NTA) is permissible along the western edge of the lagoon (at the entrance to the seaplane inlet)

The Municipality of Venice, with Resolution No. 39 of 02.03.2023 of the Municipal Council, started the consultation and participation phase for the proposed Variation to the Plan of Interventions No. 90, pursuant to Article 18, Paragraph 7 of Regional Law No. 11/2004, concerning the adoption of a new urban planning regulation for the lapsed areas. This variant was adopted by Municipal Council Resolution No. 66 of 14/12/2023, which can be found using the following link: <https://www.comune.venezia.it/it/content/delibera-consiglio-comunale-n-66-1412202>.

In this measure, for all the implementation tools falling within the "Consolidated Urbanization Areas", especially those falling within the insular area where the prescriptions of the tool have been shared with the Superintendence, the re-planning proposal envisages the reconfirmation of the previous plan sheet; in the case of the Fortress of Sant'Andrea complex, it is the provision of the Implementation Urban Planning Instrument of public initiative, with the destinations indicated in this sheet and referred to in the documentation collected in the *dataroom*, to which reference is made, with particular regard to the certificate of urban destination, and to the contents of the urban planning instruments cited therein, to be considered as the regulatory framework of the project that will be proposed and to be understood as fully referred to herein.

## City climate priorities and environmental challenges

The City of Venice has joined the European Covenant of Mayors for Climate and Energy, which commits the Administration to draw up a new PAESC (Sustainable Energy and Climate Action Plan) to reduce CO<sub>2</sub> emissions by 40% by 2030. The PAESC, which is currently being drafted, will aim to fulfil the commitments that the Covenant of Mayors Community imposes from 2021, in accordance with the European Green Deal. Here is the link to the Plan documents: [Sustainable Energy and Climate Action Plan \(PAESC\) | Municipality of Venice](#).

The City of Venice aims to implement actions that will lead it to become greenhouse gas neutral by 2050, with an intermediate target of 2030, **aiming to become an increasingly resilient city**, i.e. capable of adapting to environmental changes related to climate change.

The PAESC, which is currently being drafted, will aim to fulfil the commitments that the Covenant of Mayors Community imposes from 2021, in accordance with the European Green Deal. Please refer to the following link: <https://www.comune.venezia.it/it/content/piano-clima-citt-venezia>.

For participatory purposes, the Venice City Council has set up an inter-sectoral table composed of all the municipal offices that deal at various levels with planning measures for climate change mitigation and adaptation measures such as **land management**, **urban mobility** and **energy efficiency**, which are contributing to the drafting of the actions contained in the plan.

Within this framework, the project for the restoration of the fortress system must align, aiming to create a sustainable and resilient tourist-cultural experience that respects the historical and cultural significance of the site, in accordance with the guidelines of the PAESC. The project is part of the city of Venice's climate ambition to create zero-emission urban projects with resilient solutions.

In relation to the risks specific site risks to be addressed within the project intervention, it is important to draw attention to the phenomenon of exceptional tidal rise that affects the entire lagoon context, as well as the risks connected to wave motion from both an environmental and social point of view. The environmental constraints listed in the previous section should also be taken into consideration.

## Missions and Indicators

Projects should respond to the following challenges/missions, accounting C40 guidelines, and possibly the sustainability objectives and indicators endorsed by the Agenzia del Demanio for its building interventions (materials included in the *dataroom*).

Projects are invited to address the ten challenges in an integrated manner, in particular the mandatory and priority challenges related to Low-carbon mobility, Climate resilience and adaptation, Sustainable water management and Social inclusion and community engagement.

Challenges/missions for the complex:

- 1. Green buildings and energy efficiency (mandatory)**
- 2. Clean construction and building life cycle (mandatory)**
- 3. Low-carbon mobility (priority)**
- 4. Climate resilience and adaptation (priority)**
- Sustainable lifestyle and green jobs
- 6. Sustainable water management (priority)**
- Circular resources and sustainable waste management
- Green space, urban nature, and biodiversity
- 9. Social inclusion and community engagement (priority)**
- High-quality architecture and urban design