

ITALY / HOLY SEE

Historic Centre of Rome, the Properties of the Holy See in that City Enjoying Extraterritorial Rights and San Paolo Fuori le Mura

Brief description

Founded, according to legend, by Romulus and Remus in 753 B.C., Rome was first the centre of the Roman Republic, then of the Roman Empire, and it became the capital of the Christian world in the 4th century. The World Heritage site, extended in 1990 to the walls of Urban VIII, includes some of the major monuments of antiquity such as the Forums, the Mausoleum of Augustus, the Mausoleum of Hadrian, the Pantheon, Trajan's Column and the Column of Marcus Aurelius, as well as the religious and public buildings of papal Rome.

1. Introduction

Years of Inscription 1980, 1990

Agency responsible for site management

IT:

- Municipality of Rome
Councilorship for Tourism
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VA :

Secretariat of State
Apostolic Palace V – Vatican City State

2. Statement of Significance

Inscription Criteria C (i), (ii), (iii), (iv), (vi)

- At the time the property was extended, criterion (iv) was also found applicable.

Justification provided by the State Party

The State Party made no statement.

As provided in ICOMOS/IUCN evaluation

(1980): The inclusion of the Historical Centre of Rome on the World Heritage List is an absolute priority. This cultural property, whose exceptional universal value is universally recognized, satisfies at once the criteria (i), (ii), (iii) and (vi) of the List. From its foundation, which is legendarily situated at 753 B.C., Rome has continually been linked with the history of mankind. As capital of an empire which dominated the Mediterranean world for 5 centuries, Rome became there after the capital of the Christian world and still retains today essential religious as well as political importance.

It would be difficult to find a city, which offers in as limited an area as many unique aesthetic creations, whose influence on the evolution of art and architecture, has been is great.

The proposal submitted to Unesco is only based on the presence of the major monuments of Antiquity within the Aurelian Wall (272-274). It completely ignores the fortifications and the urban fabric of the medieval and modern period, as well as all of the religious and civil buildings which constitute the glory of papal Rome.

(1990):

- Criterion (i). The extra-territorial properties enumerated above comprise a series of unique artistic achievements, to wit: at Santa Maria Maggiore, there are the mosaic decor of the atrium, the nave, the triumphal arch and the choir, and a suite of masterpieces from the 5th, 12th and 13th centuries; at St John Lateran and at St Paul's Outside the Wall, there are the marble cloisters by the Vassalletti, perfect expressions of the Gregorian reform's legacy of the ideal of community life, constructions richly ornamented in the image of a heavenly Jerusalem.

- Criterion (ii). The extra-territorial properties proposed for inclusion on the World Heritage List exerted considerable influence on the development of architecture and monumental arts throughout the centuries in a large part of the Christian world. The normative role of the great basilicas in the

transmission of a structure which had been inherited from the Roman world is known, but one must also recognize the probable role played by the octagonal baptistery in St John Lateran, built under Constantine and rebuilt in the 5th century, in the adoption of this type of edifice in the Occident. Lastly, the derivational influence in Europe and elsewhere of the great masterpieces of baroque religious art – the Sistine and Pauline Chapels of Santa Maria Maggiore, the interior and the façade, of St John Lateran – is highly complex due to the missionary policy followed by the Church in the new worlds.

- Criterion (iv). Santa Maria Maggiore and St John Lateran, despite successive embellishments and restorations, and St Paul's Outside the Wall, despite its 19th-century rehabilitation, constitute remarkable examples of great early Christian basilicas built in Rome during the 4th and 5th centuries.

- Criterion (vi). St Paul's Outside the Wall, a basilica begun in 386 on the site of the cella memoriae of St Paul is, on the same basis as the Vatican's St Peter's, directly and tangibly associated with the history of the origins of the Christian religion.

Committee Decision

Bureau (May 1979): For the following sites, the Bureau considered either

- (i) that the documentation was inadequate ; or
- (ii) that a sufficiently persuasive case had not been made.

It was recommended to the Committee that consideration be deferred.

Specific questions on certain properties would be formulated to be addressed to the State concerned. Notes on these follow the table.

The nominations for any of these properties could be considered at a Bureau meeting immediately preceding the third session of the World Heritage Committee, if documentation were received in time for adequate processing by the Secretariat, ICOMOS and IUCN.

There was no doubt that the historic centre of Rome was of outstanding universal value. But the Bureau, in agreement with ICOMOS, considered that the documentation was insufficient. A precise inventory of what should be preserved and a description of the safeguarding measures foreseen for the centre should be provided. It was considered that the nomination of a site of such importance should be accompanied by very precise

documentation and the hope was expressed that a more detailed proposal would be available for the next Bureau meeting.

Bureau (October 1979): Oral explanations will be provided as necessary on reasons for the deferral of nominations.

Bureau (1980): On the proposal of ICOMOS, the Bureau recommended that the Italian authorities consider the possibility of extending the protected zone on the western side as far as the walls built by Urban VIII. Furthermore, the Bureau considered it desirable that the site of the Vatican City should also be inscribed on the List and the Secretariat was requested to contact the appropriate authorities in this connection.

Session (1980): The representative from Italy agreed to communicate to his Government the Committee's recommendation to extend the protected zone on the Western side as far as the walls built by Urban VIII. The Committee considered it desirable that the Vatican City be also protected under the World Heritage Convention and therefore recommended that an invitation to accede to the Convention be addressed by the General Conference of UNESCO to the Holy See.

Session (1990): In response to the invitation extended by the World Heritage Committee at its 12th session, the Holy See and Italy, each according to its competence, submitted a joint request for the inclusion of the extra-territorial properties of the Holy See which are located in the historic centre of Rome, extended to the walls of Urban VIII. The properties concerned are as follows: Complesso dei San Giovanni in Laterano (Basilica, Palazzo Apostolico Lateranense, edifici annessi, Scala santa); Complesso di Santa Maria Maggiore (Basilica, edifici annessi); Palazzo di San Callisto, in Trastevere; Palazzo della Cancelleria; Palazzo di Propaganda Fide, in Piazza di Spagna; Palazzo Maffei (Palazzo della Pigna); Palazzo del Santo Uffizio; Palazzo dei Convertendi; Palazzo detto dei Propilei; Palazzo Pio; Immobili sul Gianicolo; as well as the inclusion of the Basilica of San Paolo fuori le Mura.

On the basis of cultural criteria (i), (ii), (iv) and (vi), the Committee decided to proceed with this extension, with which it was extremely pleased. The extended site will be inscribed as: "Historic Centre of Rome, the properties of the Holy See in that city enjoying extra-territorial rights and San Paolo Fuori le Mura".

As emphasized by the Delegate of the Holy See, the Committee felt that this situation, which was sui generis, would not constitute a precedent.

- Statement of significance adequately defines the outstanding universal value of the site (**VA**)
- Proposal for text has been made by State Party (**IT**)
- Additional change proposed by State Party for the UNESCO's official description of the site (**IT** and **VA**)

Boundaries and Buffer Zone

- **IT/VA**: Status of boundaries of the site: adequate
- No buffer zone has been defined. **IT**: Rome Council is working on defining the perimeter of the buffer zone that could be located in the environs of the extensive area around the walls of Rome (that define the UNESCO Site) that in the new Town Planning Scheme, currently in approval phase, was defined as "historical city" and subject to a higher protection level. **VA**: All properties are located inside the historic Centre of Rome, except the basilica of St Paul's Outside the Wall, where the city's urbanistic regulations are effective.

Status of Authenticity/Integrity

- **IT/VA**: World Heritage site values have been maintained

3. Protection

Legislative and Administrative Arrangements

- **IT**: The protection of such an extensive and complex historic centre as Rome is based on specific regulations and provisions and ensuring that they are complied with. The entire protection regulatory apparatus may be subdivided into two macro-categories: a) protection instruments for the entire historic centre b) protection instruments for single areas and monuments; a) the main regulations concerning the entire historic centre are: 1. The Town planning, in particular the New Town Planning Scheme, currently in the approval phase. Particular attention and recognition of historic quality: have been extended from the historic centre alone (1,500 hectares) to a vaster area (6,500 hectares), now called the "Historic City". 2. Resolutions no. 139 of 1997 and 187 of 2003 of the City of Rome, concerning the protection of the "botteghe storiche" (historical shops). 3. The General Urban Traffic Plan, drafted by the City of Rome

and approved in June 1999, is a short-term policy instrument that outlines the strategies for public and private mobility, committing the Administration to planning the measures on the basis of an organic plan.. 4. Law no. 183 of 1989, "Provision for functional reorganization to preserve the territory", for the prevention measures against the risk of flooding by the Tiber River. 5. Executive Decision no. 786 of 25/9/2002 established the Urban Decor Organizational Unit. b) The main provision concerning the protection of the single contexts and monuments is Legislative Decree no. 42 of 22 January 2004, "Cultural Heritage and Landscape Code"; the national law that envisages the identification of the assets of historic artistic, archaeological, architectural, and landscape interest, which are placed under special forms of protection

VA: The sites are under protection of the Law for the Preservation of the Cultural Heritage, No. CCCLV (25/07/2001) and the relative Statutory Role No. CCCLVI (26/07/2001)

- Protective measures for the site: **IT**: The Superintendence for archaeological heritage of Rome conducted a large campaign to impose new direct protection obligations on two levels: a) on individual complexes exposed by chance during public or private works or during planned archaeological research; b) on the areas that are still free that have not yet been excavated but are certainly sites of archaeological interest.
- Changes in the ownership, legal status: **IT**: With regard to ownership and use numerous changes have occurred over the years in the historic centre. The State has acquired important monument complexes from private sources to incorporate into the existing museum system; banks, offices, large multinationals and commercial businesses have established their offices in buildings in the historic centre, replacing the old owners and, in some cases, bringing about the removal of "historic workshops" and artisan businesses, which also has a social impact
VA: No changes to ownership
- The protection arrangements are considered highly effective (**IT**), sufficiently effective (**VA**)

4. Management

Use of site/property

- **IT**: Visitor attraction; urban centre; religious use; historical villas and gardens, seats of international committee and embassies

- **VA:** Visitor attraction (free of charge); religious use. Some ministries have their offices in some palaces, as well as scientific Academies and Pontifical Universities

Management /Administrative Body

- **IT:** Efforts are being made to identify the organisations that should make up the steering group for the drafting of the management plan of the UNESCO site. This operation is particularly difficult because of the inherent complexity of the site
- **IT:** Plans to appoint site manager. **VA:** no plans
- Levels of public authority who are primarily involved with the management of the site: **IT:** national; regional; local; Holy See, public and private institutions. **VA:** national - the Statutory Role for the Officials in charge of the extra-territorial areas requires the civil servants in said areas to be responsible of the preservation of the cultural heritage
- The current management system is sufficiently effective (**IT/VA**)

Actions proposed:

- **IT:** Establishment of a permanent management system; Improved management of the cultural heritage; Empowerment of coordination between the Bodies proposed for the protection of the Heritage
- **VA:** none

5. Management Plan

- **IT:** Management plan under preparation. Implementation commence: 12/2008
- **VA:** none

6. Financial Resources

Financial situation

- **IT:** State Budget; Rome Council, Province of Rome, Lazio Regional Authority
- **VA:** Due to the unique characteristics of the Holy See, the different ministries, bodies and institutions are in charge of the management of the sites, operating with a relative autonomy within the boundaries of the laws of the state (among which is the Law on the Preservation of the Cultural Heritage). Funds for the conservation and protection of the sites are provided for in the annual budget of each Institution in charge of the management of portions of the sites.
- WHF (**IT**)
- European Community funds (**IT**)

- International sponsorships (Samuel H. Kress Foundation; World Monuments Fund, etc) (**IT**)
- Sufficient (**IT/VA**)

7. Staffing Levels

- **IT:** The various organisations responsible for the protection and management of the Site (Municipality of Rome, and State Superintendence's Offices) have technical and scientific personnel for urban planning, management and supervision of various activities (research, archaeological excavations, cataloguing, surveys and mapping, organisation and development of sites and museums, maintenance works, events organisation, training and specialisation, security measures). In addition, various kinds of organisations present on site (local and national tourist offices, cooperatives etc.) will take training and educational activities in the tourist sector forward
- **VA:** Also: art historians, archaeologists, historians, theologians, Church historians, palaeographers

Rate of access to adequate professional staff across the following disciplines:

- **IT:** Very good: conservation, management, promotion, interpretation, education, visitor management
- **VA:** Very good: conservation, management, education. Good: promotion, interpretation, visitor management

8. Sources of Expertise and Training in Conservation and Management Techniques

- **IT:** In Rome there are numerous universities and cultural and research institutions. The State, which operates on the Site through its peripheral offices is responsible for specialist activities in the cultural heritage sector and has at its disposal professional specialists, active in the field of archaeological and art-history research, conservation and maintenance, cataloguing and documentation. All the offices are supplied with technical offices for the planning of procedures, archives, photographic laboratories, restoration laboratories, specialised libraries and collaborate regularly with national and international research institutes. The Ministry periodically organises specialisation and refresher courses for its technicians. The central Institutes of the

Ministry, national level technical-scientific consultancies, such as the Central Institute for Restoration and Central Institute for Cataloguing and Documentation have offices in Rome itself. The Ministry Offices also work in collaboration with the many research centres in Rome (University of Rome "La Sapienza", Tor Vergata University, Terza University, various private universities, foreign universities, National Research Centre, National Alternative Energy Body, and also outside Rome and Italy. ICCROM also has offices in Rome and is, together with the Central Institute for Restoration, a point of international reference for conservation, restoration and training in this sector. The Municipality of Rome, due to the specificity of the city, has a structure dedicated to cultural treasures

- **VA:** Vatican Museums: conservation of paintings, textiles, mosaics, wood, stone, metals, terracotta and ceramics, paper, organic media; small specialised library on archaeology and history of art, conservation; photographic archive; registrar's offices
Vatican Library: extensive library and archive of documents; conservation of paper, books and manuscripts; courses of the School for librarianship; photographic archive
Vatican Secret Archive: archive of documents, conservation of paper and manuscripts; school for palaeography and diplomatic; photographic and informatic archive
Archive of St. Peter's basilica: archives of documents
Studio del Mosaico: production of mosaics
Fabbrica di S.Pietro: photographic archive
Pontificia Commissione per i Beni Culturali della Chiesa, Pontificia Università Urbaniana, Pontificia Università Lateranense, Pontificia Università Gregoriana, Pontificio Istituto di Archeologia Cristiana, Pontificio Istituto Biblico
- **IT:** Training available for stakeholders. **VA:** not provided

9. Visitor Management

- Visitor statistics: **IT:** 15.171.492 (Annual Report 2004, Analysis of the Tourist Demand in the Hotels of Rome and Its Province Number of visitors indicated above refers to the total Italian and foreign overnight stays registered in Rome's hotels). **VA:** 8562 (2004: visitors (tickets) of the Museo Storico Vaticano in the Lateran Palace)
- Visitor facilities: **IT:** A dense network of tourist information points, equipped with the most

modern technologies for reception, which often also include small museum areas of great value. All museums and cultural visiting places have equipped themselves with or considerably upgraded their visitor services, such as telephone or electronic ticket booking and purchase, guided tours and audio guides, café and restaurant services, and publishing and selling services for catalogues, other informational material, and gadgets connected with the museum information. In recent years tourist bus lines covering itineraries of particular interest have also been implemented. Longer opening hours of cultural sites and special evening openings, together with the upgrading of the above-said services, have raised the standard of reception of Roman monuments to European levels

VA: Basilica of S.Giovanni in Laterano: open daily; separate visits for the museum and cloister; possibility of guided tours of the archaeological area beneath the basilica; Lateran archive open for scholars and researchers

Basilica of S.Maria Maggiore: open daily; separate visit of the museum; possibility of guided tours of the archaeological area beneath the basilica

Basilica of S.Paolo fuori le mura: open daily; visit of the museum and cloister

Palazzo della Cancelleria: possibility of guided tours of the archaeological area beneath the building

- **IT:** The City of Rome has already drafted, in agreement with other institutions, plans for the management of visitors on the occasion of major events; there are also specific plans for the management of the tourist flows to single monuments or cultural places that are highly frequented and/or particularly vulnerable to tourist impact
- **VA:** tourism/visitor management plan exists

10. Scientific Studies

- **IT:** risk assessment, studies related to the value of the site, monitoring exercises, condition surveys, archaeological surveys, visitor management, transportation studies, other: preliminary studies to Town Planning Scheme; studies about merchandising
- **VA:** Risk assessment, studies related to the value of the site, condition surveys, archaeological surveys, other: reports of major restoration projects, reports of excavations; historical, archaeological and art historical

studies of monuments, buildings and their decoration, etc.

- Studies used for management of site: **IT**: Rome's Istituto Centrale per il Restauro, together with other research institutes, had the opportunity to check out new methodologies on the city's monuments. Environmental and micro-climatic monitoring activities and the respective data-processing have influenced both the general management trends of the city's historical centre, and the regulation of visitor flow in specific cultural sites where access was limited in order to prevent or control deterioration. Definition of environmental and micro-climatic for museums which were included in a ministerial order issued by the Ministry of cultural heritage and activities. The presence of archaeological sites can be the leading factor for urban rehabilitation. The studies on the archaeological heritage have therefore allowed implementing, within the framework of the new Master Development and Town Planning Scheme, a strategy to integrate archaeological features in modern urban structure. A specific Traffic Scheme was drawn up aiming at reducing the car traffic in areas particularly exposed to deterioration risk. A number of instruments, including abacuses and guide books were drawn up aimed at recovering existing buildings and at the rehabilitation and development of open spaces. Rome's Municipality published a specific handbook aimed at popularising knowledge of materials and techniques in use in pre-modern work sites so as to set guidelines for restoration and maintenance works of historical buildings
VA: The results of most scientific studies (archeological surveys, reports of excavations and restorations, archival researches, historical, archaeological and art historical studies of monuments, buildings and their decoration, condition surveys) are essential tools in drawing up future projects for the sites as well as their management.

11. Education, Information and Awareness Building

- **IT**: Not enough number of signs referring to World Heritage site. **VA**: no signs
- **IT**: World Heritage Convention Emblem is not used on publications. **VA**: emblem not used
- **IT**: Adequate awareness of World Heritage among visitors, **VA**: visitors and local authorities
- Web site available

www.comune.roma.it/soprintendenza (managed by Rome Municipality)

www.archeorm.arti.beniculturali.it/sar2000

(managed by Superintendence for archaeological heritage of Rome)

www.beniculturali.it (managed by Ministry of Cultural Heritage and Activities)

<http://sitiunesco.it> (managed by the Italian Association of UNESCO World Heritage Site)

12. Factors affecting the Property (State of Conservation)

Reactive monitoring reports

- N/A

Conservation interventions

- **IT**: In recent years, an extensive campaign aimed at the recovery and renovation of important parts of the city has been under way in Rome; the pace increased in the mid-1990s, in preparation for the Great Jubilee celebrations of 2000. All the authorities involved in Rome's government participated in this intense activity, which may be divided into three main categories: 1) Restoration and extension of the artistic, environmental, archaeological, architectural and monumental heritage, including both the renovation of pre-existing cultural areas and the creation of others which are entirely new. 1 a – Museums. 1 b – Archaeological conservation. 1 c – Restoration of monuments. 1 d – New archaeological excavations. 2) Restoration and reorganization of the area of the Basilicas and the Jubilee Itineraries. 3) Renovation of urban and green areas, and of the city's architectural heritage
VA: separate list of interventions provided in Periodic Report
- Present state of conservation: Very good (**IT**), good (**VA**)

Threats and Risks to site

- **IT**: Development pressure, environment pressure, natural disasters, visitor/tourism pressure, changes in the social and economic framework of the city centre. Anthropogenic risks (vandalism). Risks related to terrorist attacks. **VA**: not provided

Emergency measures taken

- **IT**: provisions on preventive archaeological surveys; development of General Plan of Traffic; control of car exhaust; improving anti-seismic safeguards for monuments; setting up of the Supervisory Authority for the Tiber Basin;

regulating the exploitation of cultural areas/places; provisions to safeguard historical shops; raising awareness of graphic vandalism; anti-terrorism plan

- **VA:** not provided

13. Monitoring

- **IT:** Formal monitoring programme. **VA:** no programme
- **IT:** Given the wide-ranging, multifarious nature of the site, there are several monitoring plans related to individual features
- **VA:** The different Institutions responsible for the various sites (e.g. the chapters of the basilicas, Vatican Museums, the Governatorato, the Amministrazione del Patrimonio della Sede Apostolica, the ministries and bodies residing in the sites, etc.) carry out monitoring programmes about risk prevention (fire protection, alarm systems, state of conservation surveys). The Law for the Preservation of the Cultural Heritage makes provisions for supplementary surveys, if needed, and emergency assistance projects

14. Conclusions and Recommended Actions

- Main benefits of WH status: **IT:** Inclusion in an international circuit has enhanced knowledge of the universal values inherent in the site. **VA:** international cooperation on conservation issues
- Strength/Weaknesses of management: **IT:** the weak points continue to be the excessive tourism pressure, traffic, and air pollution. As for monuments, reference should be made to the scanty resources available on a standard basis for their maintenance as well as to the need for recruiting additional technical and surveillance staff in the light of the exceptional amount and distribution of monuments in Rome. **VA:** A better awareness at a global level and improved scientific and technical cooperation for the conservation of the site. No weaknesses mentioned

Future actions:

- **IT:** Enhancing the actions already in progress