



/ Pisa World Heritage

Management Plan
for the site of Piazza
del Duomo

2021 *Abstract*

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World
Heritage

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United Nations
Educational, Scientific and
Cultural Organization



Piazza del Duomo di Pisa
Iscritto nella Lista del Patrimonio
Mondiale nel 1987



Comune di Pisa

**The Management Plan was promoted
by the Municipality of Pisa.**

The Plan was approved on 12 March 2021 at the Plenary Meeting of the Steering Committee, composed by the Ministry of Culture, vested by the General Secretariat – Service II – UNESCO Office; the Regional Secretariat for Tuscany; the Superintendence of Archeology, Fine Arts and Landscape for the Provinces of Pisa and Livorno; the Tuscany Region, the Province of Pisa, the Municipality of Pisa, and the Opera della Primaziale Pisana.

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Photo credits on page 35

Note that, following the approval by the Council of Ministers of the DECREE-LAW 1 March 2021, n. 22 "Urgent provisions regarding the reorganization of the powers of the Ministries", the Ministry of Culture (MIC) was established, replacing the previous Ministry of Cultural Heritage and Activities and Tourism (MiBACT).

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Premise

The strategic planning and drafting of the Management Plan of the World Heritage Site of Piazza del Duomo in Pisa is the result of collaboration and cooperation amongst the institutions involved, in various capacities, in the protection, management and enhancement of the Site: the Ministry of Culture (through the UNESCO Office of the General Secretariat, the Regional Secretariat of Tuscany, the Superintendence of Archeology, Fine Arts and Landscape for the Provinces of Pisa and Livorno), the Tuscany Region, the Province of Pisa, the Municipality of Pisa, and the Opera della Primaziale Pisana which established, in 2014, a Steering Committee for the comparison and sharing of the objectives of conservation, use, and enhancement of the Site – registered in the World Heritage List since 1987.

In two years, an intense process of analysis, design and planning of actions and tools was carried out for the conservation and enhancement of the UNESCO-recognized *Outstanding Universal Value* of the Site. The result is a complete, clear, flexible document intended as a crucial strategic and operational reference. The document, hence, is based on the values, vision, mission, and objectives shared by all Members of the Steering Committee.

The Management Plan is apportioned into a “Five-year Intervention Strategy” established to mitigate risks associated with natural disasters and anthropogenic activity related to intensive tourism (overtourism), as well as to enhance the Site as a unitary monumental complex. The document also identifies the need to strengthen management skills, to disseminate the knowledge and values of World Heritage, and to increase the *sense of belonging* in local communities, by implementing *ad hoc* actions in cooperation with the subjects of the Steering Committee and other institutions active in the area.

The 5 Strategic Objectives of the Budapest Convention, known as the “5Cs” (Credibility, Conservation, Communication, Capacity Building and Community Engagement), constitute the key reference for the definition of the intervention program to be implemented. Furthermore, the 5Cs characterized the survey *framework* for identifying criticalities and needs of the Site, surfaced through numerous discussions with institutional subjects and analyzes conducted by the Working Group. The 17 Action Cards reflect and meet these objectives with projects developed to operationalize the strategy.



/ The World Heritage Site of Piazza del Duomo in Pisa

A short description of the Site

Criteria for declaring Piazza del Duomo's Outstanding Universal Value

The characteristics of integrity, authenticity, protection, and management of the Site

Update of the Statement of Outstanding Universal Value

Definition and delimitation of the World Heritage Site

The current governance structure

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1. The World Heritage Site of Piazza del Duomo



1.1 A short Description of the Site

“In a restricted area bounded by the ancient City walls, the historic Ospedale della Misericordia and the Palazzo dell'Arcivescovado, the Piazza del Duomo, or Campo dei Miracoli¹, in Pisa, contains one of the most famous and surprising urban landscapes in the world.

The unique, fundamental Christian religious architectural works (Church, Cathedral, Baptistery, Bell Tower, Cemetery) were built between the 11th and 14th centuries in close proximity to each other, forming a unique set of monuments.

A magical quality pervades the Site, emanating from the glittering interplay of marble and mosaics, from the unusual union of bare walls and arched galleries, triangular pediments and large domes, which whole effect, definitely accentuated by the breathtaking inclination of the Bell Tower, the famous Leaning Tower of Pisa”.

*Evaluation of the Advisory Body (ICOMOS)
for the registration of the Piazza Duomo in Pisa Site, 1987².*

.....
¹ The popular term Campo (or Piazza) dei Miracoli derives from the term miracles, which the poet Gabriele d'Annunzio used to define the four most important monuments contained therein (Cathedral, Baptistery, Camposanto and Campanile), by virtue of their characteristics of beauty, originality, and social and religious function within the City community, in the famous novel “Forse che si, forse che no” (1910).

² Advisory Board Evaluation (ICOMOS), 1987. Source: <https://whc.unesco.org/en/list/395/documents/>.

The UNESCO World Heritage Centre conferred the title of World Heritage Site to Piazza del Duomo in 1987, on the occasion of the eleventh Conference of the World Heritage Committee.

The complex contains a series of medieval architectural works, including four world-famous masterpieces: the Cathedral, the Baptistery, the Bell Tower, and the Campo Santo.

- The **Cathedral**, dedicated to Santa Maria Assunta, or **Duomo**, represents an innovative Church model for the times, which influenced the architectural works in other Tuscan cities, such as Lucca and Pistoia – and also in the territories that were historically under the dominion of Maritime Republic of Pisa, such as Sardinia and Corsica. During the construction of the main building, were inserted, on the side's walls, reused materials from Roman monuments to underline the greatness of Pisa as "another Rome"³.
- **The Baptistery** is an imposing structure, surrounded, like the Cathedral, by arches on columns. It has a roof system consisting of a double dome, an internal truncated cone, and an external hemispherical cap, which gives the environment exceptional acoustics which make it a real "musical instrument".

→ **The Campanile**, or Bell Tower, with its seven huge bells and splendid architecture, is the Bell Tower of the Cathedral of Santa Maria Assunta, the symbol of Pisa and one of the most iconic symbols of Italy. It tilted shortly after its construction and became what, even today, is known throughout the world as the Leaning Tower of Pisa, tilted 3.9° with respect to its vertical axis. The structure consists of two concentric cylinders connected by an internal spiral staircase that ends at the access to the upper cell. Indeed, the prevailing features of the monument are the curved lines that develop in the blind arches and in the six floors of loggias present on the external cylinder and divided by columns on which round arches rest.

→ **The Camposanto** (or Camposanto Monumentale) is one of the oldest Christian buildings destined for the cult of the dead during the Middle Ages. During the fourteenth century, the interior walls came alive with wonderful frescoes, centred on the themes of Life and Death, which started a new phase of pictorial art: among which "The Triumph of Death"⁴.

The Square is also remembered for having been the scene of the first experiments of the intuitions of the Pisan scientist Galileo Galilei in the first decades of the seventeenth century.

.....
³ Source: Italian National Commission for UNESCO.
<http://www.unesco.it/it/PatrimonioMondiale/Detail/105>

.....
⁴ Attributed to Buonamico Buffalmacco, 1336-41.

1.2 Criteria for declaring Piazza del Duomo's Outstanding Universal Value

In December 1987, Piazza del Duomo in Pisa became part of the **World Heritage List** (WHL). It is the sixth Italian cultural Site included in the list in chronological order and meets, according to the UNESCO World Heritage Centre, to the following criteria⁵, which contribute to determining its Outstanding Universal Value:

- (i) Artistically unique because of its spatial design, the Piazza del Duomo contains four absolute architectural masterpieces: the cathedral, the baptistery, the bell tower and the Campo Santo. Within these monuments are such world-renowned art treasures as the bronze doors and mosaics of the cathedral, the pulpits in the baptistery and cathedral, the frescoes of the Campo Santo, and many others.
- (ii) The monuments of the Piazza del Duomo considerably influenced the development of architecture and monumental arts at two different times in history. First, from the 11th century up to 1284, during the epitome of Pisa's prosperity, a new type of church characterized by the refinement of polychrome architecture and the use of loggias was established. The Pisan style that first appeared with the Cathedral can be found elsewhere in Tuscany

(notably at Lucca and Pistoia), but also within the Pisan maritime territory, as shown in more humble form by the "pieve" in Sardegna and Corsica. Later, during the 14th century, architecture in Tuscany was dominated by the monumental style of Giovanni Pisano (who sculpted the pulpit of the Cathedral between 1302 and 1311), a new era of pictorial art - the Trecento - was ushered in after the epidemic of the Black Death (Triumph of Death, a fresco by Bonamico Buffalmacco at the Campo Santo, c. 1350).

- (iv) The group of monuments of the Piazza del Duomo, composed of typical religious buildings constructed for distinct and specific functions, constitutes an outstanding example of medieval Christian architecture.
- (vi) It was at the Cathedral of Pisa that Galileo Galilei (1564-1642), observing the oscillations of the bronze chandelier created by Battista Lorenzi, discovered at the age of 19 the theory of isochronism of small oscillations, a prelude to his pioneering work on dynamics. From the top of the campanile, he conducted experiments, which led him to formulate the laws governing falling bodies. Two of the principal buildings of the Piazza dei Miracoli are thus directly and tangibly associated with a decisive stage in the history of physical sciences.

.....
⁵ Inscriptions on the World Heritage List, CONF 005 VII A – Piazza del Duomo, Pisa. Source: <http://whc.unesco.org/en/list/395>



“Standing in a large green expanse, Piazza del Duomo houses a group of monuments known the world over. These four masterpieces of medieval architecture – the cathedral, the baptistry, the campanile (the 'Bell Tower', also known as the 'Leaning Tower') and the cemetery – had a great influence on monumental art in Italy from the 11th to the 14th century”. (UNESCO WHC, 2007).

1.3 The characteristics of integrity, authenticity, protection, and management of the Site

In addition to compliance with one or more selection criteria, there are other necessary conditions for the heritage (or Site) to be recognized as having Outstanding Universal Value: the fulfilment of the conditions of integrity and authenticity and the

implementation of an adequate protection and management system to ensure its protection.

Integrity. The Piazza del Duomo, as seen today, is a **monumental complex** inscribed within a **public space** and represents the result of a **long and articulated artistic and architectural project** started in 1063, with the establishment of the new Cathedral, and which ended in the fourteenth century with the completion of the entire square. The Site, registered in the WHL, includes 8.87 hectares, surrounded by a buffer area of 254 hectares, serving to protect and preserve the assets, as well as their ***Outstanding Universal Value*** that guaranteed its world heritage status in 1987. The **interventions** carried out over the centuries, after the completion of the square, have **retained the integrity of the structures and the spatial relationship between the monuments.** The **link between the monuments and their historical context** has also been protected and is **still visible today.** Likewise, the **expansion of the Site** ensured that the **three main visual axes were adequately respected.** The creation of the **buffer zone** also provided an **additional level of protection** for the Site's attributes – although the need for additional of protection was identified in the area located to the north and west of the Site.

Authenticity. The monumental complex of Piazza del Duomo in Pisa has **preserved over time the historical-artistic characteristics and attributes that convey its *Outstanding Universal Value.*** After the construction of the monumental buildings and the square, the numerous architectural and urban interventions that have taken place have strengthened the relationship between the Square itself and the City, respecting the values

and significance of the buildings of the monumental complex. In more recent times, **all the restoration works have been carried out by qualified personnel**, according to **international and national standards**. The authenticity of the Site, in particular in terms of conformity, location, architectural techniques and historical-artistic value has, therefore, been preserved over time.

Protection and management.

Reference regulatory framework

Laws 1084/39 and **1497/39**, concerning the protection of the historical, architectural and landscape heritage, constitute the first organic and complete drafts of legislation enacted for the purpose of preserving the assets and the landscape in their **physical and cultural integrity** and address the neglect, damage, and transformation to which they are subject.

The **Italian Constitution** then introduced the reference fundamental principles found in contemporary legislation. Art. 9 of the Constitution states: *"The Republic promotes development and scientific and technical research. It protects the landscape and the historical and*

artistic heritage of the nation". According to the powers of the Constitution, the State has issued exclusive legislation on the protection of the environment, ecosystem, and cultural heritage.

In implementing Art. 9 of the Constitution, the protection and enhancement of cultural heritage converge in **Legislative Decree 42/2004 "Code of Cultural Heritage and Landscape"**. Part Two of the Code defines the requirements for Cultural Heritage: *"[...] immovable and movable things belonging to the State, Regions, other territorial public bodies, as well as to any other public body and institution and to private legal persons without end for profit, including civilly recognized ecclesiastical bodies, which have artistic, historical, archaeological or ethno-anthropological interest"*. The Third Part protects landscape assets and specifies that: *"[...] By landscape we mean the expressive territory of identity, the character of which derives from the action of natural and human factors and their interdependencies"*.

With regard to the protection of the World Heritage Site, the rules of engagement, pursuant to Art. 143 of the Code, is included in the **Territorial Address Plan (PIT)**, **giving value to the Landscape Plan of the Tuscany Region (PPR, approved with DCR n.37 of 27/03/2015)**, in which the survey and the perimeter of the areas subject to protection measures are transcribed. The Plan was drawn up in collaboration with the Ministry of Cultural Heritage and Activities and Tourism, both in relation to the statutory part and that concerning landscape assets.



Provisions for the protection of the World Heritage Site

The particularity and value of the Site require a complex protection system operating on the *core area*, this system is divided into four different types of measures:

- Direct protection measures on architectural, historical, and artistic assets.
- Direct protection measures on archaeological assets.
- Indirect protection measures.
- Landscape protection measures.

Buffer zone protection provisions

Protection area of the *core area*, the buffer zone coincides with the boundaries of the historic center of Pisa, contained within the City walls. In addition to its function, it is a place of intense public use due to the presence of services and activities. In this case also, the four types of the measures referred to above with respect to protection provisions that affect the Site, and its assets apply.

Management structure

To the protection guaranteed by the instruments of legislative protection is added that guaranteed by a **stable management structure**, which oversees the monuments in the Square under the responsibility of the Opera della Primaziale Pisana (hereinafter also OPA). The Opera della Primaziale Pisana is the body responsible for managing the Site and the monuments it houses. The OPA has an ancient history: it was created to supervise the construction work of the monumental complex as early as the first half of the year 1000.

However, it was over a century later, in 1202, that “the Worker”, or the administrator of the ‘Opera del Duomo, was appointed by the *podestà* and no longer by the archbishop as was the case in the past. This event guaranteed the entity **its own institutional identity** which remained **unchanged over the centuries**.

1.4 Update of the Statement of Outstanding Universal Value

In 2007, on the occasion of the thirty-first Conference of the World Heritage Committee, the requests for **redefining the boundaries of the Site area (*core area*)** and the **identification of the *buffer zone***, were proposed, were both approved by the Committee.

Regarding the first aspect, considering research and studies on the visual axes after the registration of the Site in the WHL, Italy proposed to expand the inscribed area, including in it all three main visual axes that lead to the Square:

- The approach from the south along **Via Santa Maria al Duomo**.
- The **western approach through the second door**, opened in the 15th century by the Florentines, which radically changed the perception of the Square by moving the first view from the Cathedral to the new Palazzo dell'Arcivescovado, a symbol of new political power.
- The **approach from the east**, dating back to the nineteenth century, along a new road, Via Torelli, focused on the Bell Tower.



To encompass these three axes, the proposed extension includes a portion of Via Santa Maria, traced in the 11th century to frame the view of the apse and transept of the new Cathedral of the Square in front of the Archbishop's Palace, as well as a portion of the City walls in front of the Square and a part of the buildings that delimit the Square and part of Via Torelli (now Via Maffi). All main buildings, even within those within the proposed extension, are protected, for their artistic and historical interest, by Law 4/1994 or the Ronchey Law. The decision of the World Heritage Committee to accept the proposed proposal has resulted in an **extension of the area from 7.57 to 8.87 hectares**.

As regards the second proposal, we note that, at the time of registration of the Site in the WHL, **no buffer zone was defined for the area**. Therefore, Italy asked to identify the historic center of Pisa as a *buffer zone*, which extends mainly to the south and east of the area registered on an area of about 245 hectares already subject to a specific regulatory protection regime in compliance with national legislation.

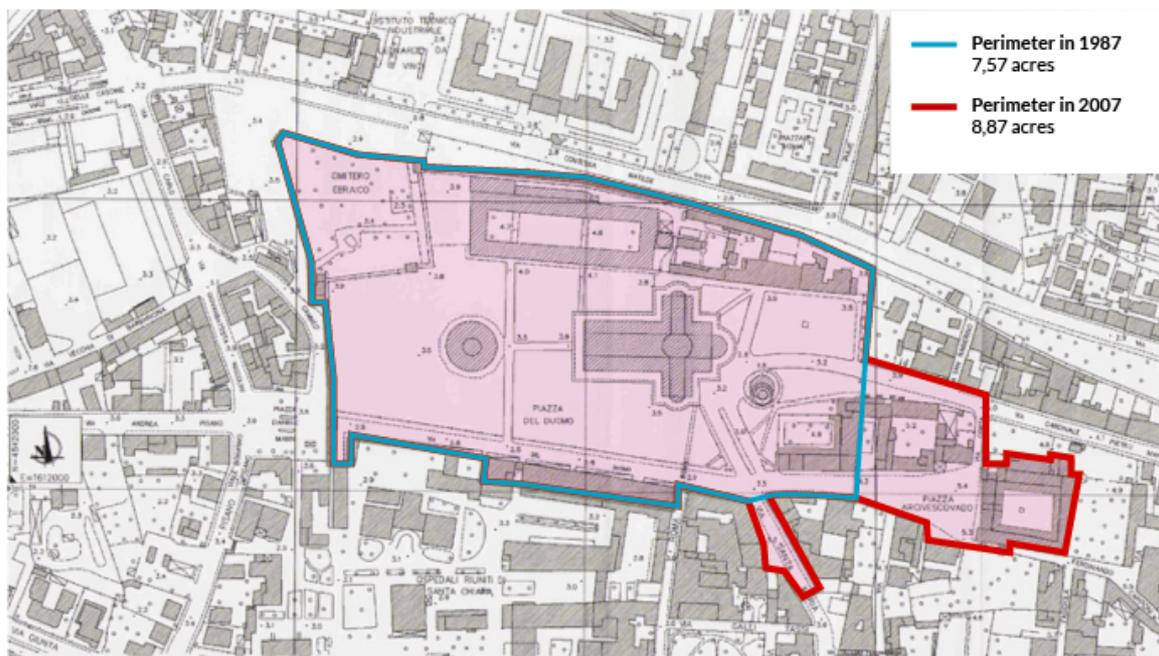
What was accomplished and achieved in 2007 was undoubtedly critical to the updating, in 2018, of the Declaration of *Outstanding*

Universal Value of Piazza del Duomo. In fact, the premise for the reasons that led to the 2007 Decision lay in the fact that Italy believed that **the original appointment, and subsequent registration of the Site in the WHL, were not sufficient to fully recognize the value** of Piazza del Duomo and its particular composition, which results from precise artistic and ideological concepts. The original reasons for the application focused exclusively on the four medieval monuments: Cathedral, Baptistery, Bell Tower and Camposanto. **The update incorporates and embraces the concept of the organic interdependencies of the Site** and the spatial composition that characterizes it as a *unicum*. Therefore, it is not only the individual monuments that contribute to the determination of the Site's *Outstanding Universal Value*, but also their mutual spatial relationship and their connection with the urban context of reference

1.5 Definition and delimitation of the World Heritage Site

The core area recognized by UNESCO and the assets present

As mentioned, Piazza del Duomo in Pisa entered the World Heritage List in 1987. The Site has preserved, over time, all the elements of uniqueness that contribute to making it a monument appreciated and recognized all over the world, a symbol of Italian national identity abroad and a sought-after tourist destination. The monumental complex belongs to the so-called **core area**, the area of greatest relevance of recognition by UNESCO, framed within the urban perimeter, extended for **8.87 hectares**, and including the Square and its buildings.



1987
WHL
registration

8,87
acres
year 2007

43 43 23 N
10 23 47 E
Coordinates

Fig. 1 - Main features of the core area (source: UNESCO World Heritage Centre).

The current configuration of the *core area* dates back to 2007.

Within the *core area* there is a **heterogeneity of architectures** that contribute to making this part of the City unique in its kind. The Square is distinguished, in fact, for **the combination of classical, early Christian, Lombard and oriental characteristics**. It is the buildings themselves that modulate and generate the space of the *core area*. They constitute a *unicum* of their kind and, therefore, are highly sensitive to the need for an adequate binding regime. **The management** of these assets **guarantees a good state of conservation** of the artifacts,

which must also be made constantly accessible to the huge tourist flow that characterizes the Square.

In the *core area* of the Site there are **nineteen properties subject to direct protection**, including the same area of the Piazza: the Cathedral of Santa Maria Assunta, within which there is the Chapel of San Ranieri; the Bell Tower of the Cathedral; the Baptistery of San Giovanni, inside which there is the Pulpit by Nicola Pisano; the excerpt of walls, part of the ancient medieval fortification system still clearly recognizable in the historic fabric; the Camposanto Monumentale, a Cemetery that delimits the north side of Piazza del Duomo; the Palazzo dell'Opera della Primaziale Pisana; the Opera Museum of the Cathedral of Pisa; the Jewish Cemetery; the Archbishopric; and

some properties located near Via Cardinal Pietro Maffi.

Description of the buffer zone and its role in the care for, and protection of, the Site

Within the Operational Guidelines for the application of the World Heritage Convention, the concept of *buffer zone* is defined, in Italian "zona tampone" or "cuscinetto", as an "area to guarantee an additional level of protection to assets recognized as World Heritage".

As previously noted, in 2007 Italy proposed that the *buffer zone* of the Piazza del Duomo Site in Pisa should coincide with the **historic center of the City**. This proposal was subsequently approved.

In this prestigious context, Piazza del Duomo, with its innumerable peculiarities, is located near the upper edge of the walls and, therefore, decentralized with respect to the historical fabric, which is it is in the north-west border of the *buffer zone*. In fact, it is divided on one side, mainly along the north-south axis, and on the other perpendicular to it, following the natural development of the Arno river. **The Site's *buffer zone* covers approximately 254 hectares, mainly south and east of the *core area*.** To the north, the area extends just beyond Piazza del Duomo, up to Via Contessa Matilde; to the south, up to Viale Francesco Bonaini – near the Central Station; east to Via Bonanno Pisano, and west to Via Vittorio Veneto. It includes secular and ecclesiastical buildings of historical-artistic importance, entrusted to entities of different nature. **The *buffer zone* is crossed by the Arno river,** which inevitably defines one of the main features of the context in question. Along the banks of the river there are numerous palaces and stately homes, built starting from the

sixteenth century. Inside the urban nucleus of Pisa there are **historical artifacts linked to particular infrastructures and services:** from the remains of an ancient thermal complex known as the "Bagni di Nerone", the terminal section of the Medici aqueduct, the supporting structure – di Porta a Mare – to the ancient navigable canal of the Navicelli, the last part of which lapped the City walls near the Stampace bastion. Some of the historical and cultural values of the City are represented by the system of museums, by the monumental excellences, by the "places of knowledge", by the historical heritage of medieval origin (Lungarni, Via Santa Maria area). The monumental complex of Piazza del Duomo and the medieval walls of Pisa represent the visual references *par excellence*, visible from a distance from numerous panoramic points. **The presence of an urban green system,** consisting of parks and public and private areas and other connection systems (marginal agricultural areas, urban areas of fluvial relevance also equipped with paths), **ensures continuity between the anthropized space and the surrounding naturalistic order,** taking the form of a landscape nature.

The **character of the historic center** derives from the **multiple transformations** that have taken place over the centuries within the City, which, as the first among the Tuscan ones, has seen unprecedented political and cultural development. The culture and art of Pisa and, in particular, its architecture, characterized by Pisan Romanesque and influenced by the Arab world, spread throughout Tuscany over time. During the Early Middle Ages, the geomorphological structure of the historic center of Pisa was born, which can still be appreciated today.

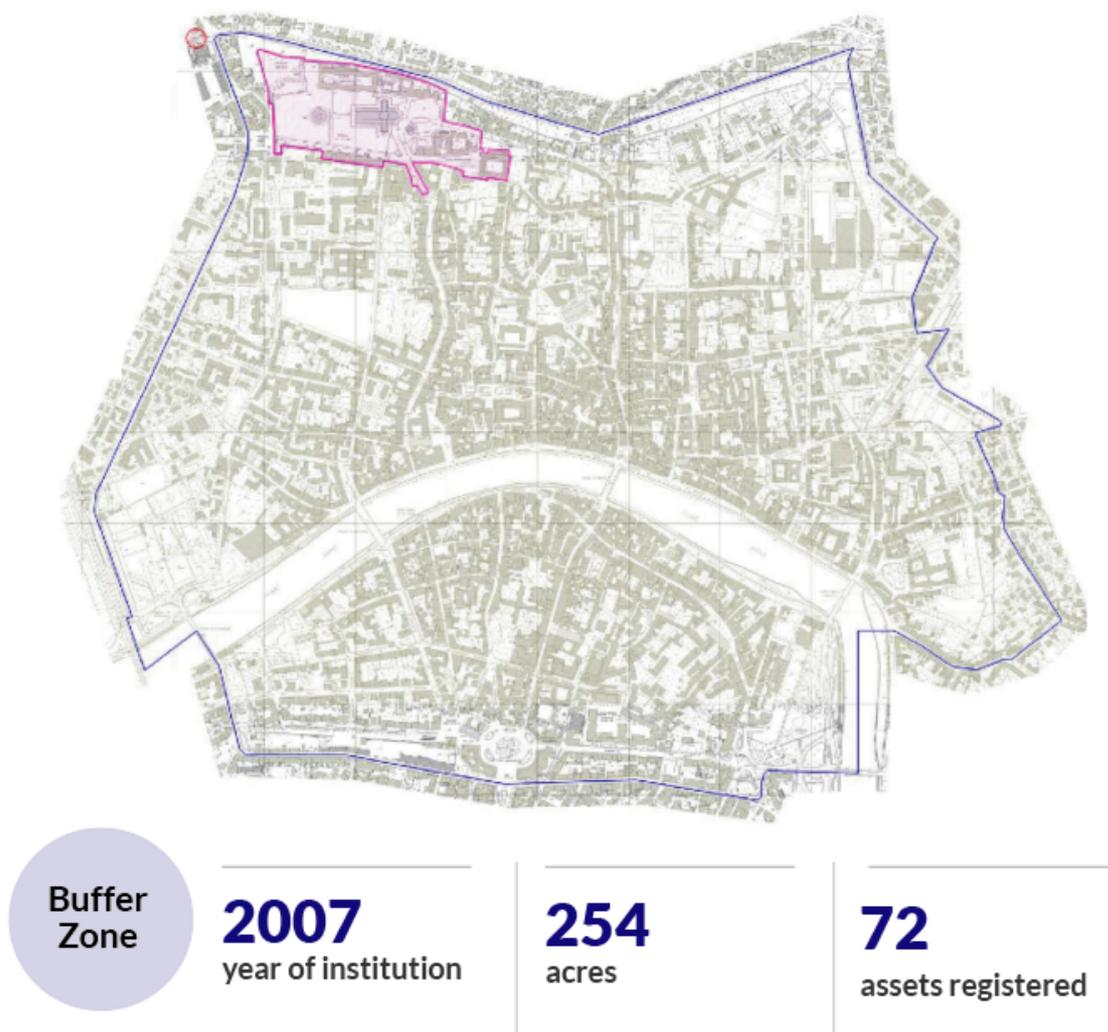


Fig. 2 - Main features of the buffer zone (source: UNESCO World Heritage Centre).

The *forma urbis*, therefore, arises from the merger of the three nuclei gathered in the walls of 1155. The **medieval fabric** is still recognizable today, in particular in the urban layout and in the recurrence of the building typology of the "casatorre"; moreover, the presence of **monumental elements** such as the City walls, the numerous **Romanesque Churches** and the **fortified structures** of the ramparts and arsenals, determines its *Outstanding Universal Value*.

If, therefore, to the south and east the *core area* is protected by the *buffer zone* constituted by the historic center of the City, with the characteristics already mentioned, on the other hand, **to the north and west the absence of an essential *buffer zone* is evident for the adequate protection** of such an important historical and cultural heritage. Already in 2007, circular no. 395 reports the specific recommendation of ICOMOS regarding the **need to extend the perimeter of the area**, adopting additional forms of protection on the north and west sides of the Square. The type of urban fabric found on the north-west border with Piazza del Duomo, which

does not currently fall within the *buffer zone* perimeter, stands out because it belongs to the **recent expansion of the City**, which took place in modern times, and which does not follow the logic of housing types and the morphology of the historic City.

The building types present in the area, defined by the Structural Plan of the City as a "twentieth century buildings", are inserted within **complex and multifunctional areas**, with urban or neighborhood services and production areas, equipped with large parking areas, servicing the stadium and/or the tourist flow. The settlement, thus determined, takes on the characteristics of the **urban village**.

1.6 The current governance structure

There are numerous institutions that exercise their oversight, albeit with different intensity and functions, within the Site of Piazza del Duomo.

These institutions are defined according to the role played within the Site and the functions established by the legislation to which they are subject. In particular, two **Memoranda of Understanding** were analyzed, drawn up respectively in **2014** and **2015** and signed by two or more institutional entities. The Memoranda of Understanding represent the regulatory framework of reference for the definition of future strategic lines and operational mechanisms for managing the Site.

The two Protocols were drawn up following the registration of Piazza del Duomo in the WHL in 1987, the proposed extension of the *buffer zone* formulated by ICOMOS in 2007, and the

preliminary findings of the draft of the Management Plan and they acknowledge the criticalities and needs of the Site, to be monitored over the years.

Specifically, the 2014 Memorandum of Understanding provides for the establishment of a **multilevel governance model**, based on interinstitutional cooperation aimed at implementing, monitoring, and updating the management policies of Piazza del Duomo. With the signing of the first agreement, in fact, the Ministry for Heritage, Cultural Activities and Tourism, the Tuscany Region, the Province of Pisa, the Municipality and the Opera della Primaziale Pisana undertook the updating and implementation of the Management Plan and appointed the Municipality of Pisa as the contact entity at the Ministry of the Piazza del Duomo Site.

In 2015, a second **Memorandum of Understanding**, signed by Ministry of Cultural Heritage and Activities and Tourism, the Tuscany Region and the Municipality of Pisa, begun governing the uses and functions of the Site regarding the needs for protection and enhancement, while respecting the decorum and regulation of commercial activities. In fact, through the 2015 Agreement, the parties involved try to respond to the recommendations reported in the First Periodic Report on the Italian World Heritage Sites of 2006, which highlighted that in the area of Piazza del Duomo "*the state of decay is caused from the interference of commercial activities, which are principally of itinerant nature but have, in fact, become permanent, and which impact with the full visibility and integrity of the context perspective and decorum*". The Protocol also provides for intervening through the appointment of an Interinstitutional

Committee for Decor. The 2015 Protocol, therefore, falls within the operating logic defined by the previous Protocol and represents the first experience in **implementing** the process of resolving a **critical issue** through the decisions of the Site's governance bodies.

The institutions that exercise governance over Piazza del Duomo, along with the areas of competence of each with respect to the management of the Site, are briefly illustrated below.

- The Ministry for Cultural Heritage and Activities and for Tourism acts on Piazza del Duomo with regard to the **protection, enhancement and use of its heritage** through two bodies, one central and one peripheral:
 - **Centrally, through the UNESCO Office**, one of the seven management offices that make up the **General Secretariat**. As part of the management of the relationship with UNESCO, the Office is responsible for coordinating and monitoring the activity for the registration of new Sites and new elements in the lists of material and intangible World Heritage. The **Advisory Commission for the Management Plans of UNESCO Sites** and its elements, and for local tourism systems operates at the Office, pursuant to Art. 5 of the Law 20 February 2006, n. 77.
 - **At the territorial level**, through the **Superintendence of Archeology, Fine Arts and Landscape for the provinces of Pisa and Livorno**, is the **peripheral body of the Ministry of Cultural Heritage and Activities and Tourism**

which has the task of protecting the archaeological, architectural, landscape, historical, and artistic heritage in the territory of competence – as well as cooperating with the Region and local authorities for its enhancement.

- According to the reform of Title V, the **Tuscany Region**, like the other Italian Regions, is engaged in activities for the **enhancement of cultural and environmental heritage and the promotion and organization of cultural activities**. Specifically, within the organizational structure of the Tuscany Region there is the "**Cultural Heritage, UNESCO Sites, Contemporary Art, Remembrance Office**", belonging to the Culture and Research Department.
- The **Municipality of Pisa**, identified by the Memorandum of Understanding of 2014 as the reference subject at the Ministry of Cultural Heritage and Activities and Tourism for Piazza del Duomo, acts leveraging urban planning tools and the rules governing the activities in the area. Administratively, it legislates on matters that have an impact on the Site (land use plan, granting of contributions towards culture, granting of patronage for cultural, sporting and tourist events, etc.). In the thematic area of tourism, on the other hand, it plans and manages planning the implementation of intervention strategies, to support tourist activity of the area. The

1. The World Heritage Site

Municipal Administration acts through the **Tourism Office**, within the Tourism Directorate – Historical Traditions and Environment.

- The **Province of Pisa** is one of the Signatories of the 2014 Memorandum of Understanding and is a member of the Steering Committee. In line with the provisions of reform of local entities (Law 56/2014), with reference to the substantial redefinition of the functions of the Provinces – also in the cultural and tourist fields – the Province remains among the relevant entity with cultural intervention responsibilities for the vast area.
- Finally, among the subjects falling under governance is the **Opera della**

Primaziale Pisana. The latter has legal person status from the State, certified by the Minister of the Interior on 24 November 1987, the year in which Piazza del Duomo entered the World Heritage List. The OPA is the **sole managing body** of the Site and carries out the functions of custody, protection, conservation, and maintenance, as well as the promotion of the image and enhancement – without interfering with worship services – of the Cathedral, the Baptistry, the Bell Tower, the Monumental Cemetery, the Episcopio, the Church of San Ranierino, of the Museums, and of the other assets of its pertinence.



/ The Management Plan

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2



2. The Management Plan

2.1 The Convention on World Heritage Protection

The cultural and natural heritage represents the identity of all peoples of the world and constitutes an irreplaceable point of reference. Therefore, its legacy must be safeguarded and passed on from generation to generation. With the **Convention on the Protection of Cultural and Natural Heritage** (World Heritage Convention or World Heritage Convention), adopted in 1972, UNESCO defined the concept of World Heritage Site (or World Heritage) and sanctioned the birth a **World Heritage Sites List** (WHL).

The Sites and cultural, natural, or mixed assets included in the World Heritage List belong to all peoples of the world, regardless of the territory on which they are located. The concept of "**Outstanding Universal Value**" (OUV) recognizes the possession of certain distinctive characteristics of World Heritage Sites and assets and qualifies them as among the most important in the world. The main body in charge of the implementation of the Convention, the World Heritage Committee, has developed **precise criteria** for inclusion in the World Heritage List, which are outlined in the "Operational guidelines for the implementation of the World Heritage Convention".

The 1972 Convention is a legally binding instrument for Signatory States. While fully respecting the sovereignty of the States where the properties and Sites included in the World Heritage List are located, **the Convention establishes the duties of the Signatory States** which, through ratification, recognize the existence of a collective interest on the part of the international community and, hence, become part of an international cooperation mechanism for the protection and conservation of such heritage. The Convention, therefore, confers on the States the **role of protecting and enhancing** their cultural and natural heritage, through the implementation of special measures and program tools for territorial planning, the enabling of the development of qualified personnel, specialized services for the Sites, technical-scientific research programs, and through the conservation and provision of other actions that result in the heritage playing an important function in their communities.

2.2 The management Plan

With the implementation of the 1972 Convention, the UNESCO World Heritage Centre ⁶ has, to date, included in the World Heritage List a total of 1.121 Sites (869

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⁶ Established in 1992, the World Heritage Centre is UNESCO's internal operational reference for all matters relating to World Heritage. The Center organizes the annual sessions of the World Heritage Committee and its Office, advises member States in preparing Site nominations, organizes and manages requests for international assistance from the World Heritage Fund, coordinates both reporting on the state of the Sites and the emergency for actions, updates the World Heritage List and the database, organizes training activities both technical and aimed at disseminating World Heritage issues (firstly, on the need for collective responsibility for the protection of *Outstanding Universal Value* of the Sites registered in the World Heritage List).

cultural, 213 natural and 39 mixed Sites) in 167 countries around the world⁷. Over time, the List has included increasingly more complex types of assets, with the consequent need to define management structures characterized, in turn, by a greater level of complexity. The **concept of "heritage asset management"** emerged later with respect to the adoption of the Convention. With reference to the safeguarding of the distinctive characteristics of the World Heritage, the guidelines provide that each Site or property registered in the WHL is equipped with "an adequate protection and management system that guarantees its safeguard". The guidelines also state that the purpose of a management system is "to ensure the effective protection of the designated asset for present and future generations" and that "an effective management system depends on the type, characteristics and specific needs of the designated assets and their cultural and environmental context". In addition, the **Budapest Declaration**, adopted by the World Heritage Committee in 2002 (26th Session) to emphasize the importance of adequate management of the World Heritage, invites Member States to:

- Promote **effective conservation** by pursuing the fundamental **Strategic Objectives**.
- Ensure the right balance between **conservation, sustainability, and development**, so that the World Heritage can contribute to the social and economic development, and to the quality of life of communities.

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⁷ Source:
<http://www.unesco.it/ItaliaNellUnesco/Detail/188>.

- Promote **communication, education, research, training, and public awareness** strategies.
- Seek the **active involvement of local communities** at all levels in the identification, protection, and management of the assets and World Heritage Sites.

Therefore, an explicit request emerged from the World Heritage Centre that any Site or property registered in the World Heritage List (or is applying for registration) is equipped with a **Management Plan**, to guide the strategy and actions of all those involved in the conservation, protection, and Site's enhancement actions⁸.

The Management Plan is intended as a flexible tool, capable of ensuring that the elements qualifying the *Outstanding Universal Value* of the Sites and assets are preserved and enhanced over time and that it maintains their integrity and authenticity. To this end, a good Plan must be fit to identify, and anticipate, problems and critical factors that may hinder the pursuit of the objectives and must include adequate solutions to counter them. The Management Plan is, therefore, configured as a **strategic and operational tool** capable of developing and guiding processes, actions and interventions aimed, first, at **preserving the *Outstanding Universal Value*** and the characteristics of its goals over time. Furthermore, the Plan should aspire to encourage the implementation of enhancement projects, coordinated and shared with an eye to long-term **sustainability** and must be capable of responding to the expectations and needs of the various

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⁸ Cfr. Decaro S., Preface to the manual *Gestire il Patrimonio Mondiale culturale*, ICCROM, Associazione Beni Italiani Patrimonio Mondiale, 2019 (Italian version).

stakeholders of the Site. Specifically, the participation of the **local community** plays an important role in the Plan, with the aim of creating an information system and a climate of collaboration capable of actively involving it in the protection.

2.3 Methodology

The work carried out was set up with the aim of reaching a complete, clear, flexible Management Plan, with the aim of being the fundamental strategic and operational reference for the conservation, management, and enhancement of Piazza del Duomo in Pisa. The Plan represents the set of values, vision, mission, and objectives, shared by all those involved in the protection and management of the Site.

The **scope of the Plan** is represented by the area registered in the WHL, or *core area*. However, some components of the Plan, whether they relate to the analysis or the actual design, cannot ignore considerations about a larger area, typically coinciding with its "buffer zone".

Three macro-phases of professional activities led to the development of the Plan: **analysis**, **design and planning** of actions and tools for its implementation.

1. The **analysis** aims at a shared overall understanding of the Site, of its distinctive characteristics relative to its *Outstanding Universal Value*, of dynamics and pressure factors that support or threaten the conservation of the Site, and other favorable or critical aspects related to its management. In particular, the Plan focuses on the analysis of the criticalities that emerged from the official documents produced by the World Heritage Centre, as well as on what emerged from *ad environmental* surveys conducted in preparation for the subsequent design phase.
2. The **planning phase** concerns the definition of the strategy and to structuring feasible and targeted actions for the pursuit of the Plan's mission. Specifically, the Action Plan outlines operational strategies and projects to be implemented in the medium term.
3. **Implementation** relates to the creation of tools and operating methods that support the success of the provisions of the Plan, such as governance and management coordination mechanisms as well as tools for monitoring projects and actions.



Fig. 3 - Phases of the work of elaboration of the Management Plan.



The 5 Strategic Objectives of the Convention, known as the "5Cs", which guided the World Heritage Centre in drafting the Operational Guidelines since 2002, constitute the **areas of intervention** of the Plan:

→ **Credibility:** Strengthen the **credibility** of the World Heritage List, as a representative and geographically balanced testimony of cultural and environmental assets of *Outstanding Universal Value*.

- **Conservation:** Ensuring effective **protection and conservation** of the World Heritage over time
- **Capacity building:** Promote the development of effective measures for the understanding and implementation of the World Heritage Convention and related enabling tools by carrying out training activities for different categories of stakeholders.
- **Communication:** Raise public awareness, activate methods for their involvement and support for the protection of the World Heritage through the effective communication of the value it holds.
- **Community:** Strengthen the role of **communities** in the implementation of the World Heritage Convention⁷.



Fig. 4 - Distinctive objectives of the Management Plan.

⁷ The fifth Strategic Objective — *Community engagement* — was added in 2007.

2.4 Site analysis and criticalities emerged

A first clustering of the results of the analysis, carried out by grouping by the **thematic areas** listed in the figure below, has been followed by their classification with respect to the **impact**

of each criticality on the 5 Cs, which represent the pillars of the strategy behind the Management Plan and the Action Plan (actions and interventions to be undertaken to meet the strategic objectives).

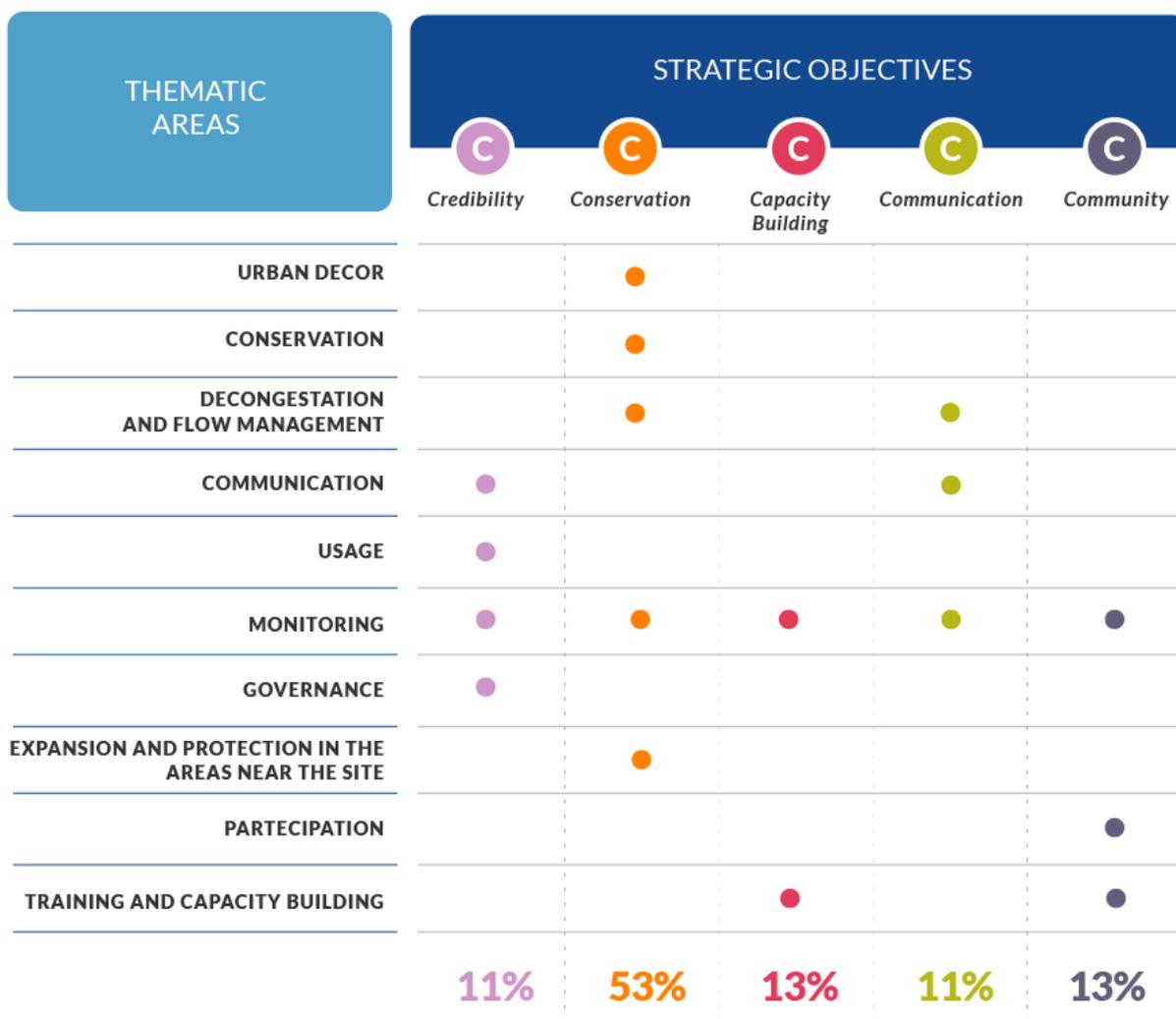


Fig. 5 - Synoptic table of the topics analyzed in relation to the 5 Strategic Objectives of the Convention (5Cs).

* The percentage values are rounded to the nearest unit.

2.5 Action Plan

The relationship of the Action Plan to the 5 Strategic Objectives of the Convention

The 5 Strategic Objectives of the Budapest Convention are the first reference for defining the intervention program to be implemented as part of the Management Plan. The Convention, in fact, provides a high-level strategic framework that cannot be inconsistent with the underlying objectives of a Management Plan of a Site registered in the World Heritage, and which aspires to address, in the medium-term, all the relevant strategic and functions areas.

The planned interventions

The Action Plan consists of projects and interventions to be implemented to achieve the objectives of the Management Plan, by clearly defining for each of these the goals, the individuals and entities involved, timing, and the related necessary resources.

Each intervention is designed in response to criticalities previously identified and reported. Each of them responds to at least one of the five Strategic Objectives. Additionally, it is not excluded that the planned activities and the expected results may also intervene in reference to other axes.

Furthermore, each action was designed for the pursuit of sustainability objectives, taking as a reference the Sustainable Development Goals (SDG) developed by the U.N. as part of the 2030 Agenda for sustainable development. Overall, 17 SDGs have been identified, divided into 169 targets and over 240 indicators.

The SDGs system is transversal: it can be applied to any area or sector, as it is believed that the assessment of the contribution to the achievement of the objectives of the 2030 Agenda is measurable through a selection of the most appropriate targets and indicators for context of reference.

Through the **thematic indicators for culture in the 2030 Agenda** (*Culture I Indicators 2030*), UNESCO provides the conceptual framework and methodological tools to measure the contribution of culture to the achievement of sustainable development goals. The system is divided into four transversal thematic dimensions: (i) *Environment and resilience*, (ii) *Prosperity and livelihoods*, (iii) *Knowledge and skills* and (iv) *Inclusion and participation*. Each dimension combines different SDG goals and targets to capture the multifaceted and transversal contribution of culture to sustainable development.

2. The Management Plan

REF. n.	Project / Action plan sheet	Strategic objectives of the Convention (5Cs)	Credibility	Conservation	Capacity Building	Communication	Community
1	INTERINSTITUTIONAL COLLABORATION FOR ACCESS TO CULTURE AND RESEARCH		●		●		
2	CONSERVATION PLAN (OPA PLAN IMPLEMENTATION)			●			
3	ANALYSIS TO VERIFY THE PERIMETER AND REGULATION OF THE BUFFER ZONE		●	●			
4	REGULATION OF COMMERCIAL ACTIVITIES AND FIGHT AGAINST ILLEGAL ACTIVITIES OUTSIDE THE CORE AREA		●	●			
5	I CARDI DI PISA: NEW PATHS FOR ENHANCEMENT OF THE HISTORIC CITY		●	●			
6	RENEWAL OF URBAN PUBLIC SPACES OF THE HISTORIC CITY		●	●			
7	SIGNAGE PLAN					●	
8	DIGITAL ENHANCEMENT OF THE WORLD HERITAGE SITE					●	●
9	AUDIENCE-ORIENTED COMMUNICATION					●	●

REF. n.	Project / Action plan sheet	Strategic objectives of the Convention (SCs)				
		Credibility	Conservation	Capacity Building	Communication	Community
10	KNOWLEDGE OF THE PUBLIC			●		●
11	ENHANCEMENT OF THE WORLD HERITAGE RECOGNITION	●			●	●
12	TRAINING PROGRAMS FOR INSTITUTIONS RESPONSIBLE FOR THE ENHANCEMENT OF THE SITE			●		
13	TRAINING PROGRAMS FOR RESEARCHERS AND BODIES SPECIALIZED IN HIGH-PROFILE SCIENTIFIC INFORMATION DISSEMINATION			●		
14	TRAINING PROGRAMS FOR CULTURAL AND TOURIST OPERATORS EMPLOYED AT THE SITE			●		
15	DEVELOPMENT OF PARTNERSHIP AGREEMENTS AND CONVENTIONS FOR THE INTEGRATED ENHANCEMENT OF THE TERRITORY				●	●
16	COMMUNITY ENGAGEMENT SUPPORT STRATEGY THROUGH WORLD HERITAGE EDUCATION AND TRAINING			●		●
17	IMPLEMENTATION OF THE NEW GOVERNANCE MODEL			●		

2.6 Governance model

The description of the *governance structure* of the Plan is included among the contents of a Management Plan for a Site in the WHL. The *Site governance model* is designed with the aim of guaranteeing the correct implementation of the Plan, as well as defining the procedures for monitoring, reviewing and updating it. The competences, roles and related responsibilities of the subjects involved are also specified. In fact, the structure adopted can be defined as **multilevel**, as it is oriented to synergistically link many subjects, both at national and territorial level. By acting in an integrated manner in favor of common objectives, these players implement the **principle of subsidiarity** through responsible and effective forms of interinstitutional collaboration.

The description of the *governance structure* of the Plan is included among the contents of a Management Plan for a Site in the WHL. The **objectives** that arise from the need to set up, in a clear and shared manner, an integrated *governance model* of a World Heritage Site, such as the of Piazza del Duomo in Pisa, are found in the following points:

- Activate effective *governance* of the Piazza del Duomo Site that guarantees **constant and lasting coordination between the entities** in charge of the protection, conservation, and enhancement of the Site.
- Define and activate an **integrated management system** for Piazza del Duomo that is sustainable over time and aimed at creating and strengthening synergistic actions for

the protection and enhancement of the Site, primarily within the scope of the contents of the Plan Management.

- Ensure the correct and constant performance of the **monitoring and evaluation** activities in the Management Plan and the Action Plan, also by reviewing and updating the Plan.

The **aims** sought in the design and implementation of an efficient *governance model* for the Site of Piazza del Duomo in Pisa and its Management Plan include:

1. The activation of an **integrated management structure** for the Site of Piazza del Duomo in Pisa and coordination mechanisms, with allocation of responsibilities and functions to the subjects involved, and well-defined coordination and cooperation procedures.
2. The definition of operating mechanisms of a subject with **operational management functions** structured with clear, defined roles, responsibilities, and cross-functional and hierarchical reporting.
3. The dissemination of a culture of **cooperation between institutional subjects** (Steering Committee) and **other stakeholders**, aimed at achieving the Strategic Objectives of the World Heritage Convention.
4. Strengthening the **accountability** around Site management, by employing new ways of sharing results.

In summary, the *governance* of the Plan intends to strengthen, through structured mechanisms and methods, interinstitutional cooperation and coordination in the processes concerning the strategies underlying the management of the Site – formalized with the 2014 Memorandum of Understanding – and the operational management methods currently in

place. This starts with the enunciation of clear prerogatives of the two bodies, established by the Memorandum of Understanding of 2014: the Steering Committee and the Management Office.

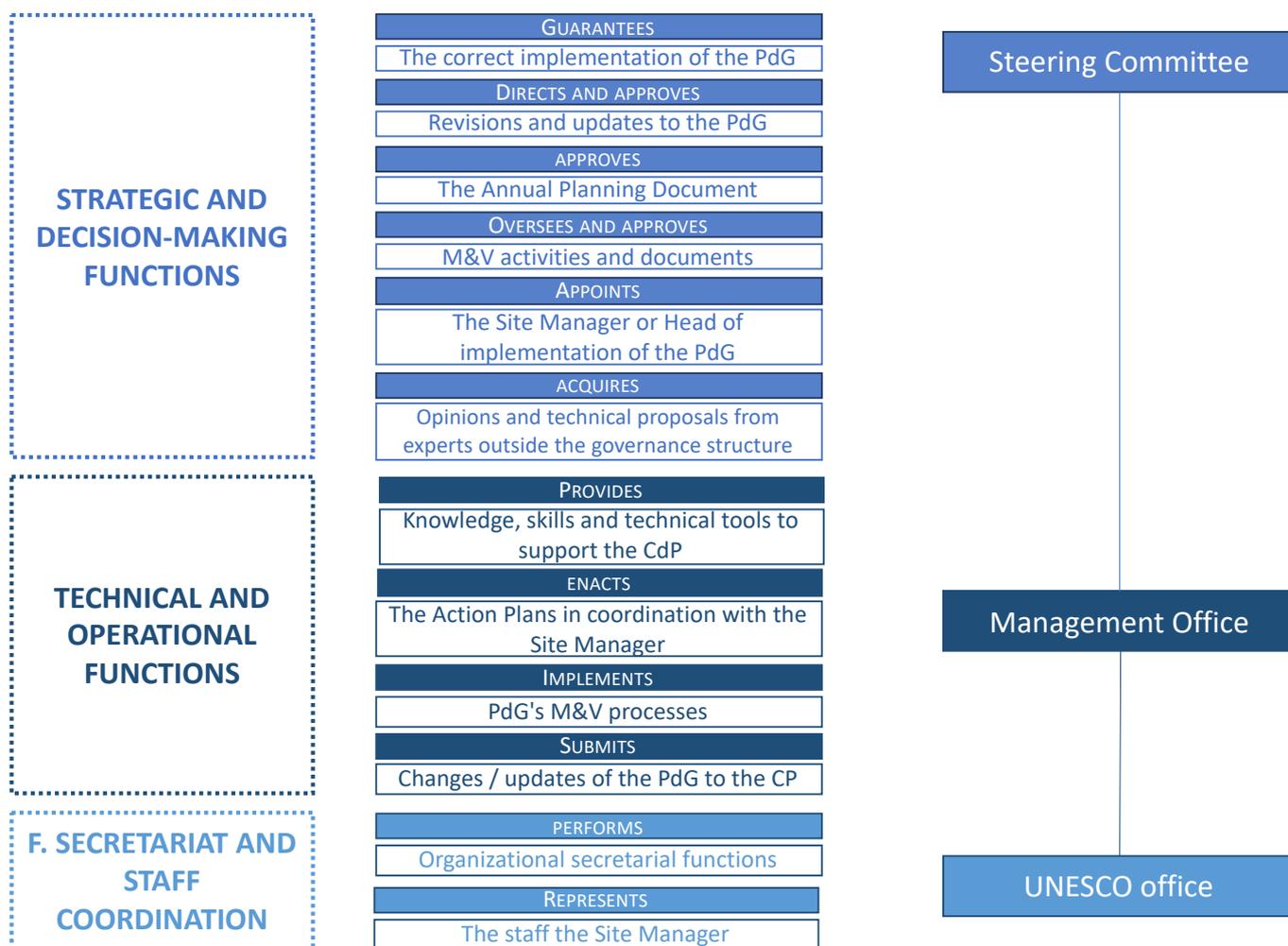


Fig. 6 - Subjects involved in the governance of the Management Plan and coordination mechanisms.

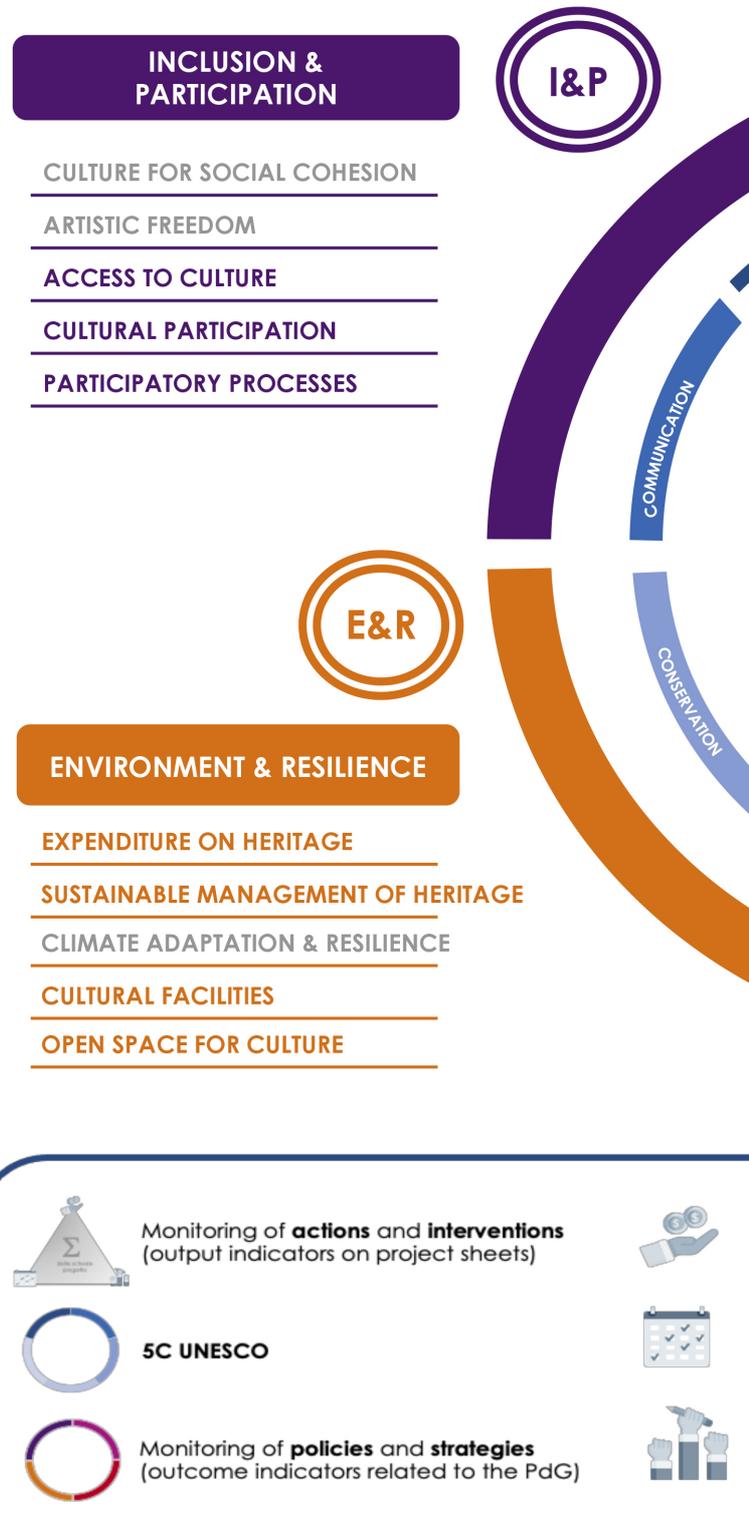
2.7 Management Plan implementation monitoring and evaluation

The **monitoring and evaluation system** has been developed to implement systematic checks on the progress of each intervention contained in the Management Plan, as well as their contribution to achieving the objectives that the document sets out.

The monitoring and evaluation system is structured on **two different levels**:

- The first level, aimed at analyzing the **effectiveness of the strategic policies of the Management Plan in its entirety**, is focused on detecting the contribution of the document to the **achievement of concrete changes**. This first level, then, aims to evaluate the outcomes produced by the Management Plan, and is structured in accordance with the **UNESCO framework "Culture 2030 | Indicators"**¹⁰.
- The second level, aimed at monitoring, through **performance indicators**, the **outputs of the individual actions implemented**. This level, follows the **financial, physical, and procedural progress of individual actions over time**, is based on the periodic detection of indicators linked to individual activities, and, at the same time, can provide relevant information for the purpose of evaluating the **ability of each intervention to contribute to the achievement of the Strategic Objectives (5Cs) and desired outcomes (UNESCO "Culture 2030 | Indicators")**.

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¹⁰ <https://whc.unesco.org/en/culture2030indicators/>.



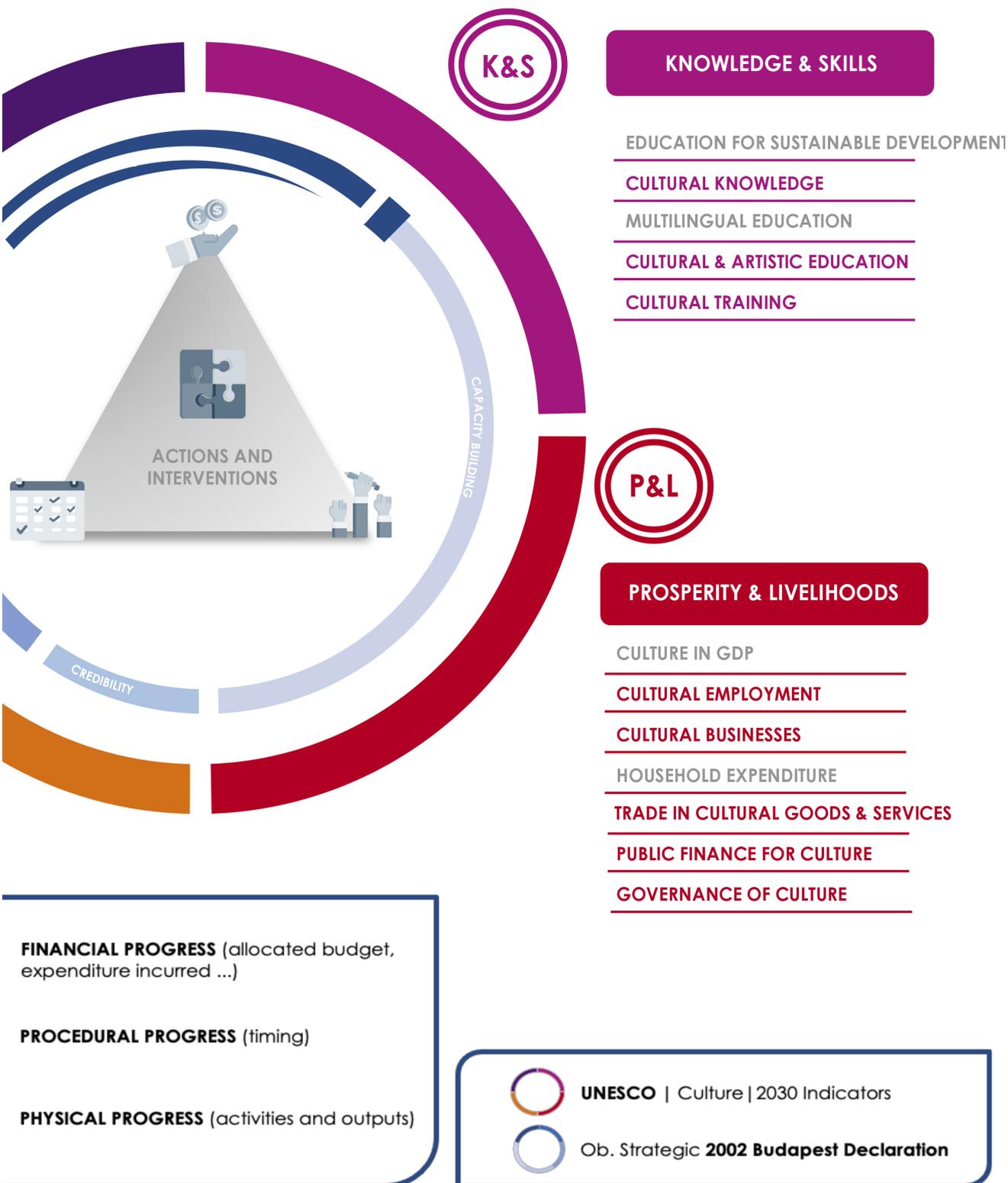


Fig. 7 – M&V system for the Management Plan of Piazza del Duomo in Pisa.

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This Management Plan was financed with funds from Law 77/2006 concerning "Special measures for the protection and use of sites of cultural and environmental public interest in Italy that are included in the UNESCO World Heritage List"



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Educational, Scientific and
Cultural Organization



Piazza del Duomo di Pisa
Iscritto nella Lista del Patrimonio
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