

San Marino (San Marino)

No 1245

Official name as proposed by the State Party:

San Marino Historic Centre and Mount Titano

Location:

Republic of San Marino

Brief description:

The city of San Marino has a strategic position at the top of Mount Titano. It has been the capital since the foundation of the republic as an independent city-state in the 13th century and reflects an unbroken tradition since that time. This is demonstrated in the fortifications, public buildings, palaces, and urban spaces. The urban structure was established and built between the 13th and the 16th centuries, with additions in the 20th century. Many buildings have been restored in the 20th century. The institutions of the independent city-state, with continuity since the 13th century, form an important part of the nomination.

Category of property:

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *group of buildings*. In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (2 February 2005), Annex 3, paragraph 14, it is also an *inhabited historic town*.

1. BASIC DATA

Included in the Tentative List: 10 December 2004

International Assistance from the World Heritage Fund for preparing the Nomination: None

Date received by

the World Heritage Centre: 31 January 2007

Background: It is a new nomination.

Consultations: ICOMOS consulted its International Scientific Committee on Historic Towns and Villages.

Literature consulted (selection):

Matteini, N., *La repubblica di San Marino. Guida storica e artistica della città e dei castelli*, San Marino, 1966.

Pasquinelli N., *Lo sviluppo urbanistico della città di San Marino nei secoli XIV-XIX*, 1980.

Zani, G., *Le fortificazioni del Monte Titano*, Napoli, 1933.

Zani, G., *Il territorio ed il castello di San Marino a traverso i secoli*, Faenza, 1981.

Technical Evaluation Mission: 20-22 September 2007

Additional information requested and received from the State Party: ICOMOS sent a letter to the State Party on 18 December 2007 requesting additional information about the following issues:

- Further clarification of the links between the tangible and intangible heritage components of the nominated property;

- Further clarification and justification of the proposed application of criterion (iii);

- Timeframe for the completion of the management plan.

On 20 February 2008, ICOMOS received additional information supplied by the State Party. The answers to the requested issues are included in the relevant sections below.

Date of ICOMOS approval of this report: 11 March 2008

2. THE PROPERTY

Description

The nominated property covers 55 ha and consists of Mount Titano and the historic centre of the city of San Marino, three defence towers on the peaks of the mountain ridge, the market place area of Borgo Maggiore further down the hillside to the north, and the slopes of the mountain to the north, west and south.

The historic centre of the city of San Marino has a ridge-top position on Mount Titano in the middle of the Republic of San Marino on the east side of the Italian peninsula. The republic is surrounded by Italy on all sides. From its high, strategic position the city overlooks the Adriatic Sea and the mountainous territory of the small republic. The present borders have been virtually unaltered since 1463 and the city of San Marino has been the capital since the foundation of the republic as an independent city-state in the 13th century. This function is demonstrated in the fortifications, public buildings, palaces for the important families, and urban spaces.

The city has been strongly shaped by the landscape. The mountain ridge has given it an elongated form with a series of three fortification towers or small castles on the peaks, overlooking the very steep slopes to the east, where no buildings are possible. The irregular layout of the city, with the main streets running north-south, spreads over the western hillside where the outer city wall marks the border of the nominated area. In addition there is a separate built-up area around the medieval market place Borgo Maggiore on a lower level to the north.

The urban structure was gradually built out between the 13th and the 16th centuries. The successive stages of development can be followed in the layout.

- The First Tower and the area around the main church further north represent the earliest stage, and the nucleus of the Borgo Maggiore at the foot of Mount Titano is also part of this.

- A second stage of development is located in the next section to the west, up to the second city wall which still partly exists, though largely reconstructed.
- A third stage consists of further extensions to the west, up to the third city wall and border of the historic centre. On the slopes outside this wall (in the buffer zone) is a narrow green strip and then the later development of the city.

The distribution of functions can also be read in the urban landscape. On the edge of the mountain are the military buildings. Below these are the civil and religious buildings. Finally, in the lower parts of the city are the noble buildings of the important families. Outside the walls, to the south, lies the complex of the Capuchins and to the north the market place area of Borgo Maggiore forms a separate unit. Handicraft and commercial activities were absent inside the city.

The historic centre is densely built up, with buildings of varying size. The main streets run north-south and the buildings on the whole face west and east. The two city walls are mostly freestanding, with trees along the outside. The later development on the slopes west of the historic centre has a different character, with detached buildings for the most part and more vegetation between them. To the south they are relatively high. Some of the streets have medieval origins and can be found on the earliest maps and pictures together with some buildings.

Among the most important buildings and built elements are the three fortification towers, the fortification walls with gates and two bastions, the neo-classical basilica (1835-1838) on the site of the ancient church, the convents of Saint Francis (1361) and Saint Chiara (1565-1609), the Palazzo Pubblico (end of the 19th century) and other buildings for government and administration, the Titano Theatre (1777), and a number of palaces for noble families and some houses for a lower social stratum. There are also several important public spaces.

The institutions, with a continuity of governing, juridical and administrative functions of the republic since the 13th century, form an important part of the nomination. This includes the two Captains Regent (Heads of State), the Great and General Council (parliament), the Congress of State (government), the Arengo (referendum functions, petitions of public interest), the Council of the Twelve (judicial body), and the Township Councils (for each of the nine administrative areas of the republic).

The buffer zone covers 167 ha and includes the area of later development of the city outside the city walls on the slope to the west, and the hillsides further out in all directions, covered in trees but also with some scattered individual buildings and clusters of buildings.

According to the additional information provided by the State Party in February 2008, the city of San Marino represents a case of an historical centre still inhabited and preserving all its institutional functions. Thanks to its position on top of Mount Titano, it was not affected by the urban transformations that have occurred from the advent of the industrial era to today. Its urban structure, developed over the centuries and surrounded by the third

circle of walls dating back to the 15th century, has remained unaltered, except for a few interventions carried out in the mid-19th and early 20th centuries (as demonstrated by the overlapping historical cadastral maps). Today, the historic stratification of the urbanisation of the historic centre and its monuments still testifies to the link, uninterrupted over the centuries, between urban structure and the historical basis for the autonomous State. Therefore, the system composed of Mount Titano, the Historic Centre of the city and the Borgo Mercatale represents a document of tangible culture, the functions of which are connected with the exercise of sovereignty and its contingent strategic objectives. The scale and ratio between the mountain and the territory, consolidated throughout the 15th century with a final territorial extension following the Malatesta wars, have remained unaltered, thus maintaining an efficient balance between the collective action and the contribution of individual citizens to the defence and management of the *res publica*. Borgo Maggiore, at the foot of Mount Titano, has preserved its role as a market place halfway between the Adriatic coast and the first slopes of the mountain ridge.

The ceremony of election of the Captains Regents, one of the main traditions of the country, takes place in three important historic sites: the Valloni Palace, Hall of the Throne – where the newly elected Captains Regents are greeted by the accredited Ambassadors; Saint's Basilica, where the Captains Regents in office sit on a 17th century throne; and Government Building, Hall of the Great and General Council – where the newly elected Captains Regents, after the reading of an oath in Latin and while the Military Band plays the National Anthem, are received by the Captains Regent in office and invested with the collar of Grand Master of the Order of San Marino. The historic centre (Liberty Square, Piazzale Domus Plebis, Garibaldi Square, Titano Square, Contrada delle Mura, Contrada Omagnano, Contrada Omerelli) has remained the core of the most important ceremonies.

The structure of the medieval historic centre was not subject to major interventions until the Romantic Movement reconstruction works at the end of the 19th century. This comprehensive restoration period, from the end of the 19th century to the beginning of the 20th century forms a part of the history of the Historic Centre of San Marino. Regarding Gino Zani's intervention in the 20th century, the State Party states that thanks to his work, based on in-depth studies and historical reconstructions, the entire city became a sort of *Gesamtkunstwerk*, where every single detail was studied with care, showing in its stones the history of the independent Republic. This palimpsest reflects the medieval revival conservation philosophy in Europe at the time in re-assessing history - and in the case of San Marino, the identity of the Republic itself. This image of the 'medieval setting' is basically the same which inspired travellers, painters, authors and the political debate, documented since 14th century in the whole of Europe.

ICOMOS appreciates the additional information provided by the State Party and is satisfied with the clarification of the links between the tangible and intangible heritage components.

History and development

Legend tells that the first community was formed here during the late Roman Empire by Saint Marino. The first document regarding the city dates from the beginning of the 6th century and is about a small monastery at the top of Mount Titano. In 885 A.D. there was a lay community, and around 951 A.D. the first parish was formed. There are no visible remains of this period.

In the mid-13th century San Marino had its own legal authority and a first document testifying its independence is dated 1296. Statutes in 1295-1302 mention bodies and institutions which are still maintained in the political system today. By this time the basic structure of the nucleus of the city was already in place: in the southwest ends the First Tower (Rocca or Guaita) at the top of the mountain, then a small area surrounded by the first city wall, and further north the church and a built-up area to the west of this. The separate area of Borgo Maggiore at the foot of the Mount Titano had also started to develop.

Later in the 13th century and in the 14th century a second city wall was built around a much larger area, including the church and the built-up quarter to the north. Parts of this wall still exist, though heavily restored. This period also saw the construction of the two other defensive towers further south on the edge of Mount Titano – the Second Tower (Cesta or Fratta) and the Third Tower (Montale) – as well as the walls to the Fratta Tower. Outside the city wall, the important complex of the Saint Francis' Convent was built in the 1360s, with the oldest existing church in the republic.

Around the mid-15th century, the third circle of defensive walls with three new gates was built. This meant quite an enlargement to the west and today marks the border of the historic centre. The walls were reinforced in the 16th century, and two bastions were built in 1549 and 1559. In 1463 San Marino obtained several territories previously under the control of Rimini and since then the borders of the Republic have remained unchanged.

In the 16th century the Convent of the Capuchin Fathers was built outside the walls to the south, and along the street of Contrada Omerelli, the Convent of Saint Chiara and the majority of the palaces of the most important noble families. This shows the growing importance and wealth of the nobility in this period.

An engraving of 1663 and a cadastral map of 1884 show the basic structure of the streets and some scattered buildings along these in the area west of the walls. However, this area was mainly built out in the 20th century and then extended to the south.

The two major additions of the 19th century are the neo-classical basilica (begun in 1825) replacing the ancient church, and the new Palazzo Pubblico (1884-1894) in a neo-gothic style. This shows the reorganization and modernization of the State, but still resting on the medieval traditions, following the recognition of its sovereignty and liberty by the Kingdom of Italy in 1862. A first general census was held in 1865.

In 1916 a Parliamentary Commission for the Conservation of Antiquities and Art Objects was

established, and in 1919 a law for the protection of monuments was passed. The same year the Cesta Tower collapsed. Subsequently the Sammarinese engineer Gino Zani published an extensive report on the restoration of the fortifications, carried out a study based on archival documents and published a book showing the presumed original form of the buildings.

In 1925-1940 Zani restored the three towers and the walls as well as many buildings, among those the façade of Saint Francis' Church, the Titano Theatre, and some palaces. He also realized the Piazza Sant'Agata, an extension of the Hospital of the Misericordia and the new Via Donna Felicissima. In 1935 he produced a planning scheme for the entire historic centre, but this was only partly implemented. A building in modern style is the Cassa de Risparmio bank.

In 1935 Zani also drafted a town planning scheme for the extension of the south-eastern areas outside the city wall (in the buffer zone) with a new entry to the historic centre. In the second half of the 20th century the number of tourists drastically increased and different structures were built to accommodate this, such as the cableway Borgo Maggiore–San Marino, and parking places around the city. A strong commercial character has been established and a great many shop windows opened. New approaching roads on high retaining walls have been constructed and in the areas outside the historic centre some new buildings by famous architects have been built.

The conservation history therefore began with the Commission for the Conservation of Monuments, Antiquities and Art Objects in 1916 and the legislation in 1919. It was characterized by historical restorations up until the Second World War and a strong wish to strengthen the medieval character of the city. Today the historic centre is continuously undergoing restoration activities.

San Marino Historic Centre and Mount Titano values

San Marino historic centre and Mount Titano are testimony to the persistence of a city-state with a democratic government from the Middle Ages onwards. In this sense, some of the main values of the nominated property are related to intangible heritage components, such as the ideas of freedom, representative democracy and republican government.

Mount Titano itself has significant landscape values, since it is a prominent landmark in relation to the surrounding territory. The urban structure and fabric of the historic centre and Borgo Maggiore illustrate the differentiation of functions in medieval city-states and the adaptation of an urban settlement to the conditions of the site, especially its topography. The remains of the walls and towers exhibit values related to the defensive systems typical of these kinds of settlements while the monumental buildings are related to the expression of civic functions in the republic. Unfortunately, reconstructions and extensive interventions to the material heritage components have some adverse effects on the meanings and historic, architectural and artistic values of the cultural assets.

3. OUTSTANDING UNIVERSAL VALUE, INTEGRITY AND AUTHENTICITY

Integrity and Authenticity

Integrity

According to the State Party, the Historic Centre of San Marino on Mount Titano includes all the elements which constituted the identity at the time of its foundation and during the medieval period of the Italian city-states. These encompass the setting, the defensive walls, the urban structure, public buildings and open spaces, and relationship with the surrounding territory. The State Party also suggests that the new residential development, mainly from the 1960s, in the buffer zone west of the historic centre is part of the visual integrity, reinforcing the role of the living capital. The functional, visual and historical integrity of the historic centre is exceptionally high due to the uninterrupted administrative and institutional role as capital of the Republic.

ICOMOS considers that many elements of the historic centre have been preserved or, if renewed, form part of a long tradition. The interventions carried out during the 20th century could be assessed as disturbing the integrity, but are also a part of the history of the property, as discussed in the section on *Authenticity* (below). The ensemble of Mount Titano and the town can be seen as a symbolic image that satisfies the required conditions of integrity. The new housing ensembles located in the buffer zone disturb the appropriate perception of the property; ICOMOS recommends the State Party implement stronger controls to avoid jeopardising the values and integrity of the property.

Authenticity

The State Party asserts the authenticity of the setting of San Marino's Historic Centre, through the way it visually dominates its territory, reflecting its geo-political situation with unaltered boundaries since 1463. Furthermore it claims exceptional authenticity in the uses and functions of political institutions which have been in operation since the beginning of the republic; and that the majority of the public buildings are still hosting the same functions as 600 years ago. The structure of the medieval historic centre was not subject to major interventions until the 'Romantic Movement' reconstruction works of the late 19th century. Further explanations about the reconstructions and restorations carried out during the late 19th and early 20th centuries have been included in the additional information received by ICOMOS in February 2008 (see the section on *Description* above).

ICOMOS considers that there is a high degree of authenticity of the location and setting of the city of San Marino; with regard to Mount Titano, ICOMOS considers that consideration of authenticity must take into account the landscape, which has scarcely changed, and the mountain remains a significant territorial landmark. With regard to functions and uses, there is a continuity related to the role of the historic city as capital of the small state. However, there are marked changes to some aspects due to fewer people living in the city centre and the growing commercial character.

ICOMOS notes that many of the restorations and reconstructions were carried out prior to the Venice Charter and later documents that set out the basis of the current theoretical approaches to the conservation of cultural heritage. In the framework of the Nara Document on Authenticity (1994), restoration and reconstruction works carried out under the direction of Gino Zani may be considered as a part of the history of the property and assessed as application of the theoretical principles stemming from the Romantic restoration movement. In this case, the idea of the "medievalisation" of the historic centre can be considered as an expression of national identity through the search for an idealised image of the historic centre.

ICOMOS notes with concern that in some cases this degree of restoration and reconstruction has continued up to the present time. The opening of shop-fronts and large display windows, and other alterations continue to have a considerable impact on general character of the city and its historic qualities. ICOMOS strongly recommends that the State Party define and implement effective measures to control and prevent this kind of intervention.

ICOMOS considers the most important aspects of the values of the nominated property to be the continuity and traditions of the independent city-state, and its associated tangible elements. On this basis, ICOMOS considers that the conditions of integrity and authenticity have been met. ICOMOS recommends that the State Party implement strict controls to avoid further inappropriate restorations, reconstruction and interventions that could jeopardise the authenticity of form and design, materials and craftsmanship of the built heritage.

Comparative analysis

The predominant point of the short comparative analysis provided by the State Party is the development of an independent, democratic city-state, the political and institutional system itself, and the continuity of this. When it comes to the physical environment and geographical conditions, setting, cultural landscape, overall urban patterns and the built environment, the comparative analysis is only concerned with micro-states, architectural reconstructions and mountain fortifications.

It is stated that of the over 200 medieval city-states in northern Italy, San Marino is the only one which did not develop into an authoritarian system of government and the only one to survive. The Vatican City (inscribed on the World Heritage List in 1984) has a different political character; the Historic Centre of Urbino was inscribed on the World Heritage List (1998) on the basis of its historical monuments; and Assisi, the basilica of San Francesco and other Franciscan sites was inscribed on the World Heritage List (2000) on account of its association with the Franciscan order as well as for its art and architecture. The city-states north of the Alps are said to differ because they were later and did not have the same independence and sovereignty, often integrated into a feudal system or functioning within a political system (Antwerp, Brugge, Ghent). Their manifestations of merchant power in town-halls and public buildings also differ from the manifestation of civic rule in San Marino.

For the tradition of democratic assemblies, comparisons are made with the Isle of Man, considered the oldest existing parliament, and Þingvellir in Iceland. However, it is stated that the uninterrupted function of a complex independent state until today in San Marino is unrivalled in this aspect. In comparison with other micro-states (Lichtenstein, Luxembourg, Monaco and Andorra) San Marino is claimed to be unique, having maintained its sovereignty and its constitution, as well as its territory, since 1463. It has also been recognized as self-governing since the 13th century and is a fully integrated member of the United Nations. A world-wide comparison (for example Singapore, Malta, Panama, Kuwait and Indonesian Micro-states) is said to merit further research.

For parallels in relation to the architectural reconstruction, reference is made to the medievalization and neo-gothic periods in European conservation history and the 19th century reconstructions of urban fortifications such as the Historic Fortified City of Carcassonne by Viollet-le-Duc (inscribed on the World Heritage List in 1998) and the Castles of Ludwig II of Bavaria in Germany. San Marino, in comparison, is said to have undergone a “re-fabrication” of a living capital and a reconstruction of the identity of the entire republic with a focus on the image of liberty as an added value to other examples of the Romantic Movement at the time.

The nomination dossier categorizes San Marino as a representative of the Sub-Apennine mountain castle structure, but here other examples, such as Spoleto and the fortress of San Leo in the vicinity, do not have the same continuity as living capitals. The City of Luxembourg: its Old Quarters and Fortifications (inscribed on the World Heritage List in 1994) is said to represent the defensive system of a medieval city, but does not include the whole context of a living capital city.

ICOMOS considers that the comparisons made are relevant but finds the comparison with the neo-gothic periods in European conservation history and the 19th century reconstructions not fully compatible since much of the work in San Marino belongs to the period between the two wars. A comparison based on the character of the built environment, including the great many urban hill-top settlements in Italy and throughout the Mediterranean area, the type of urban layout, readability of the development/growth rings, and the architecture is missing. Even though the nomination is focused on the continuity of a political and institutional system, it is still necessary to extend the comparative analysis to all major aspects of the tangible heritage components.

Additional information supplied by the State Party in February 2008 helps to better understand some features of the uniqueness of this small state, such as the continuity of the same political regime over 700 years, the relationships between political and social traditions and tangible heritage components, and the basis on which San Marino can be considered an exceptional testimony of continuity related to a democratic republican government system. On this basis, ICOMOS considers that it is not easy to find comparable cases and, even though it might be desirable to further complement the comparative study, the arguments proposed appear to be sufficient to consider the nominated property for inscription on the World Heritage List.

ICOMOS considers that the comparative analysis justifies consideration to the nominated property for inscription on the World Heritage List.

Justification of the Outstanding Universal Value

The nominated property is considered by the State Party to be of Outstanding Universal Value as a cultural property for the following reasons:

- San Marino is one of the world’s oldest republics and the only surviving Italian city-state, representing an important stage in the development of democratic models in Europe and worldwide.
- The long continuity of the independent city-state, and the capital of the Republic since its foundation and with its geo-political context unchanged, and in the juridical and institutional functions witnessed in the historic urban layout and public monuments.
- The widely recognized iconic status of San Marino as a symbol of a free city-state, illustrated in the political debate, literature and arts through the centuries.

Criteria under which inscription is proposed

The property is nominated on the basis of cultural criteria (iii), (iv), and (vi).

Criterion (iii): bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared.

This criterion is justified by the State Party on the grounds that the property bears an exceptional testimony to the creation of a representative democracy based on civic autonomy and self-governance, with a unique, uninterrupted continuity as a capital of an independent republic since the 13th century.

At the request of ICOMOS, the State Party supplied additional information to support the application of this criterion. The State Party argues that the significance of San Marino is based on its unique continuity as a capital of an independent Republic without interruption from the 13th century until today. Importantly, the additional material supplies information on the continuity of civic and governmental institutions over time (the Captains Regents, the Great and General Council, the Congress of State, the Arengo, the Council of the Twelve and the Township Councils).

As discussed above, the medieval historic centre was not subject to major interventions until the Romantic Movement reconstruction works from the end of the 19th century. The comprehensive restorations form a part of the history of the Historic Centre of San Marino. According to the State Party, Gino Zani’s interventions in the 20th century has allowed the entire city became a sort of *Gesamtkunstwerk*, where every single detail was studied with care, showing in its stones the history of the independent Republic. This palimpsest reflects the

medieval revival conservation philosophy in Europe at the time in re-assessing history - and in the case of San Marino, the identity of the Republic itself.

ICOMOS appreciates the additional information provided by the State Party and considers that San Marino and Mount Titano are testimony to the continuity of a free republic from the Middle Ages onwards. In this sense, the nominated property can be considered as an exceptional testimony of a living cultural tradition that has persisted with minor changes over the last seven hundred years.

ICOMOS considers that this criterion has been justified.

Criterion (iv): be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

This criterion is justified by the State Party on the grounds that San Marino is unique being the only surviving sovereign city-state of Northern Italy, and that the historic urban structure, the function and architecture of the public monuments together with the geo-political setting of Mount Titano illustrates this unique continuity since the 13th century.

ICOMOS considers that the justification for the use of this criterion is mainly based on immaterial aspects but the possible Outstanding Universal Value of the material components as examples of a type of building, an architectural ensemble or landscape have not been demonstrated.

ICOMOS considers that this criterion has not been justified.

Criterion (vi): be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

This criterion is justified by the State Party on the grounds that the property has become a symbol of a sovereign city-state, recognised in political debate, literature and arts, and associated with political ideas of liberty and struggle for independence.

While recognising the importance of San Marino as a symbol of a democratic republic that has survived over the centuries, ICOMOS considers that the association of the nominated property with events, ideas and beliefs is not clearly enough related to material heritage components. The proposed arguments to support the application of this criterion have already been employed for criterion (iii), and the Outstanding Universal Value in relation to this criterion has not been specifically argued or demonstrated by the nomination dossier or additional information provided to ICOMOS by the State Party.

ICOMOS considers that this criterion has not been justified.

ICOMOS considers that the nominated property meets criterion (iii) and that the Outstanding Universal Value has been demonstrated.

4. FACTORS AFFECTING THE PROPERTY

Development pressure

Development pressure mainly relates to conversion of private buildings to commercial uses, particularly transformation into shops, with new doors and display windows. New development is restricted within the whole of the historic centre. Traffic pressure, access for cars and parking is controlled through police monitoring. Access to the historic centre pedestrian area is authorized only for institutional vehicles.

Visitor/Tourism pressure

According to the State Party, tourist numbers have decreased considerably in recent years. The relevant offices have proved to be experienced and qualified in current and future tourism management. The carrying capacity of the historic centre is well monitored. Nevertheless, ICOMOS notes that tourism has a high impact on the property, and this is particularly noticeable in the conversion of buildings into shops (as commented above).

Environmental pressure

According to the State Party, there is no serious environmental pressure.

Impact of climate change

The nomination dossier includes no information of the impact of climate change.

Natural disasters and risk preparedness

The seismic risk is reported to be relatively low, but the traditional building techniques make the historic centre more vulnerable than other areas.

ICOMOS considers that the main threats to the property are the development pressure, especially rising commercialism and changes to the buildings, a consequence of tourism pressure.

5. PROTECTION, CONSERVATION AND MANAGEMENT

Boundaries of the nominated property and buffer zone

The nominated property (55 ha) includes the historic centre of San Marino within its defensive walls, part of the slopes of Mount Titano and the medieval market place, Borgo Maggiore, at the foot of Mount Titano. On the west side the boundary runs just outside the city wall. The buffer zone (167 ha) is justified by the State Party as designed to safeguard the visual integrity of the site; it includes the later development of the city outside the city walls to the west, and on the hillsides further out in all directions.

ICOMOS considers that the definition of boundaries of the nominated area can be considered adequate to protect the values of the property. With regard to buffer zone, ICOMOS considers that the protection on the east side

ensures an undisturbed perception of the nominated property.

ICOMOS considers that the boundaries of the nominated area and buffer zone are adequate.

Ownership

The nominated property consists of 42 ha of public buildings and land areas, 1.2 ha of church buildings and land areas, and 3.8 ha of private buildings and land areas.

Protection

Legal Protection

The State Party reports on the protection for the nominated property. There is a comprehensive legislative framework starting with the law on the “Protection and conservation of monuments, museums, excavations, antiques and art objects” in 1919 and amended in 1980. Adding to this, there is an “Additional measure for the protection of monuments” referred to in the laws of 1919 and 1980, which date from 1993. There is also a special law on “Protection of the edge of the Mount, of the circle of walls and of the adjacent areas” dating from 1924.

The 1919 law is a framework law that establishes the Commission for the Conservation of Monuments, Antiquities and Art Objects, and identifies the objects subject to the provisions and specific obligations, management procedures and modalities of protected goods (lists and inventories, excavations, etc.).

In the Constitutional Order of the Republic it is stated as a general rule that “*The Republic shall protect its historical and artistic heritage, as well as its natural environment*” and that the activities of Public Entities and the Legislator must take this into account.

The town planning procedures are regulated in the “Single Text of Town Planning and Building Law” (1995). Among other things it directs the drafting and objectives of the General Town Planning Scheme, building permission, and environmental impact assessment in relation to the location of buildings, and recovery or demolition orders in case of unauthorized works. There are also provisions for building volumes, number of floors, heights of buildings, distance between property boundaries and parking areas. Finally there is a section on the selection, recording and protection of real estate and artefacts with monumental values. Interventions to such buildings must be authorized by the Commission for the Conservation of Monuments, Antiquities and Art Objects or through the approval of a special Detailed Plan. Article 199 deals with the listing of monuments.

There are also laws to safeguard rural buildings (1990), a “Framework Law on Tourism” (2006), on town planning and building (1995), on listing of artefacts and buildings (2005) and on environmental issues.

ICOMOS considers that there is a considerable number of instruments for legal protection, but considers that the

most recent ones are quite general and do not concern the urban centre as much as the rural areas. ICOMOS also notes that responsibilities are not clearly distributed and divided among several governmental agencies.

Effectiveness of protection measures

Even if there is a legal protection system in place, some aspects relating to the present state of conservation and interventions to existing buildings, especially in response to tourism demands, are not subject to sufficiently effective legal protection. ICOMOS considers that special attention should be given to landscape protection and to controlling changes to heritage components due to the development of tourism.

ICOMOS recommends studying the possibility of introducing more specific legal instruments for protection of the built heritage and the surrounding landscape.

Conservation

Inventories, recording, research

The law on Protection and Conservation of Monuments 1919 contains provisions for compilation of lists and inventories, but there is no presentation of these in the nomination dossier. The lists are developed by the Commission for the Conservation of Monuments and subject to ratification by the Great and General Council, the parliament of the Republic. They should be updated at least every four years. The State Museum is carrying out some research as part of its exhibitions and general activities. It mainly involves scientific cataloguing and also includes public property or structures. In 1990 an archaeological programme began.

ICOMOS notes that a detailed inventory has recently been produced for properties. It describes the historic elements and gives references but only contains brief information on matters concerning conservation and restoration interventions. A special law from 2005 on a “List of Artefacts and Buildings having Monumental Importance” is mentioned. 159 forms register complexes of common function, architectural groups, single buildings and a few other categories.

Present state of conservation

According to the State Party, the historic centre has not been subject to major interventions since the 1930s, and the public monuments are in a good state of conservation and only need regular maintenance. Private buildings however pose some difficulties due to cellars being transformed into shops with the old entrance doors and small windows changed for display windows.

ICOMOS considers that the material components of the nominated property have undergone successive modifications over the centuries and significant interventions that have altered the original features have occurred; sometimes these are of poor architectural quality. Large modifications were especially undertaken during the 20th century.

Active Conservation measures

Since the 1980s there has been a scheme for maintenance and reconstruction of the paving of all roads, section by section with San Marino stone. There are guidelines to which urban design and street furniture must comply. The green spaces are continuously looked after. There is a gradual programme for conservation of public structures and buildings.

Maintenance work is a continuous process for the defensive walls and towers. In the first tower, the upper floor has recently been opened for visitors and is used for exhibitions. The objective of the work, carried out by the public departments, is described as reclaiming the stylistic and functional unity of the building in its original function.

ICOMOS considers that the level of conservation is ambitious. While ICOMOS has strong concerns about the new shop fronts and the tendency towards historical reconstructions and the way this affects the authenticity of the nominated property, in its current situation, the nominated property exhibits an acceptable state of conservation.

Management

Management structures and processes, including traditional management processes

The nomination presents a list of 15 bodies within five different state departments involved in managing heritage. These include the Social and Cultural Activities Office, the State Library, the State museums, the Town-Planning Office, the Supervisory Inspectorate, the Design Office, and the public works autonomous state company. This is obviously a system that has developed over the years.

The preparation of a management plan is under the direct responsibility of the Government, which has entrusted four ministers with its implementation. In 2006 a working group with representatives of eleven bodies was appointed to oversee the implementation of the plan and of the relevant maintenance programme.

Besides these bodies there is a Commission for the Conservation of Monuments, Antiquities and Art Objects, which performs the task of advising on the protection and conservation of monuments and submitting proposals concerning the conservation and management of antiquities and art objects. There is also the Town Planning Commission, which is the highest body responsible for land management, and an ad hoc Commission for Historic Centres, to which all building interventions within historic centres must be submitted, from ordinary maintenance to restoration interventions.

Furthermore, the State Restoration Centre, implements a periodic maintenance programme, the Environmental and Agricultural Resources Management Office, manages natural areas, and the State Heritage Office (without any explanation in the nomination dossier) and the State Restoration Laboratory are mentioned.

ICOMOS considers that there are many different bodies involved in the management of this property and that they seem to have diverse views about the importance of the Old Town and the cultural assets. There appear to be problems with coordination. ICOMOS also notes that the Commission for Conservation of Monuments, which doubtlessly has the best intentions, does not include the needed breadth of professional expertise in all aspects of the heritage of this property. Taking into account that the Commission prepares lists of buildings of monumental significance and submits authorisations for interventions, ICOMOS recommends that the State Party consider widening the participation of conservation experts in the Commission for the Conservation of Monuments.

Policy framework: management plans and arrangements, including visitor management and presentation

There is no management plan in place. Management rests on the General Town Planning Scheme (1992), which is the comprehensive plan for whole of the territory, identifying uses of land and areas with special restrictions. In the historic centres further definition of building interventions is subject of detailed execution plans or special redevelopment projects. The criteria and objectives for the City include rearranging the present access system and completion of the natural park by rearranging the entire slope of the mountain through the inclusion of sports and recreational facilities, residential areas with single-family buildings, lifts connecting this area to the walled city and parking places.

There are separate Detailed Plans for the hill-top area and for Borgo Maggiore, the objective being to define the allowed interventions. The map indicates an intervention category for each building unit (eg. scientific restoration, conservative restoration, restructuring without increased volume, restructuring with increased volume, demolition and rebuilding). There are technical rules and guidelines on colours and additional building volumes and models for different types of interventions. A "special project" has been developed to direct street furnishing, lighting, paving, and displays in order to have them carried out in a coordinated way.

The management plan is still under preparation. The working group appointed in 2006 to coordinate the work is developing an analysis of the conservation status of the property and will submit a programme of interventions to be carried out.

The working group has established objectives to:

- preserve over time the integrity of the values which forms the base for the nomination;
- define and implement a process which makes the vital protection and conservation needs compatible with the integrated development of the territory;
- provide cultural goods with a key role in the Country's development system;
- establish an "Authority" composed of State officials and scientific experts with the main task of promoting and protecting the property through a constant monitoring of all activities connected with the management plan.

The methods of the working group are briefly described in the nomination dossier. The State Party reports that there is comprehensive expertise in tourism management for the property. In 2006, Strategic Plans for Tourism and Trade Development were adopted. The Tourist Office carries out the promotion, coordination and execution of events, and is in charge of publicity and promotion in order to valorise the overall image of San Marino, enhancing its tourist attractions and specific features.

ICOMOS considers that the actions taken for the Management Plan are positive for the long-term conservation of the cultural heritage. Nevertheless the process of management is still in the beginning, and it will take time for the implementation to have concrete results. In response to the request by ICOMOS (December 2007), the Honourable Congress of State approved, on 28 January 2008, the Decision concerning the content and timeframe for the completion of the Management Plan. The Decision establishes that the Management Plan will be completed during the period 2008-2010, defines priorities and includes the creation of a specific Authority to protect and promote the nominated property.

ICOMOS welcomes the approval of this Decision and considers that the priorities respond to specific requests to ensure the proper protection and management of the property. ICOMOS recommends that the State Party continue to work to the stated timetable, and that it should report on its progress and on the results of the proposed measures.

Involvement of the local communities

The nomination dossier includes no specific information on involvement of local communities. ICOMOS notes that the political organization of the state and the composition of the Commission for Conservation of the Monuments are references that allow diverse degrees of involvement and participation of the local community.

Resources, including staffing levels, expertise and training

The three-year budget for public works in the nominated area amounts to 14,800,000 Euros in 2007, 11,100,000 Euros in 2008 and 10,500,000 Euros in 2009. The expertise is spread across a number of bodies as discussed above. A list of staffing levels makes up to about 500 people.

ICOMOS considers that the management system is in a preliminary stage and recommends that the State Party continue its progress and verify the accomplishment of the proposed timeframe for the development and implementation of the Management Plan.

6. MONITORING

Monitoring is carried out by the Commission for the Conservation of Monuments, Antiques and Art Objects and by the Public Works Autonomous State Company. The key indicators are:

- The periodic updating of the lists of structures with monumental values. This should be done at least every four years.
- The ratio between tourist volumes and visits to state museums. This calibrates the state of conservation of the property and the promotional initiatives to reinforce cultural tourism.

Statistical data on entrance tickets and revenue from museums and monuments are collected.

ICOMOS considers that key indicators are not related to the values of the nominated property.

ICOMOS considers that the monitoring system should be improved, including the definition of a set of key indicators related to the property's values, integrity and authenticity.

7. CONCLUSIONS

ICOMOS recognises that the nominated property has historic values related to the persistence of a small state and a specific form of government from the Middle Ages onwards. In this sense, the historic centre of San Marino constitutes a highly exceptional case at the international level.

With respect to material heritage components, it is necessary to establish a difference between the natural components, especially Mount Titano, and the cultural items, like the defensive walls and the historic centre. The latter underwent a process of change over time that includes intensive restoration and reconstruction between the end of the 19th century and the first decades of the 20th century. This process of "medievalisation" of the historic city and supplementary structures can be considered a part of the history of the property and reflects changing heritage approaches over time. ICOMOS considers that those interventions were considered crucial for the cultural identity and for the image of the historic centre; they are not consistent with contemporary approaches for historic monuments but must be assessed as testimonies of a period prior to the seminal documents that set out the current philosophy of heritage conservation.

The nomination is principally based on immaterial aspects, i.e. the importance of San Marino as a city-state that survives since the Middle Ages with little changes in its political and social organization. The additional information provided by the State Party in February 2008 is considered by ICOMOS as sufficient to demonstrate the links between those intangible components and the material heritage.

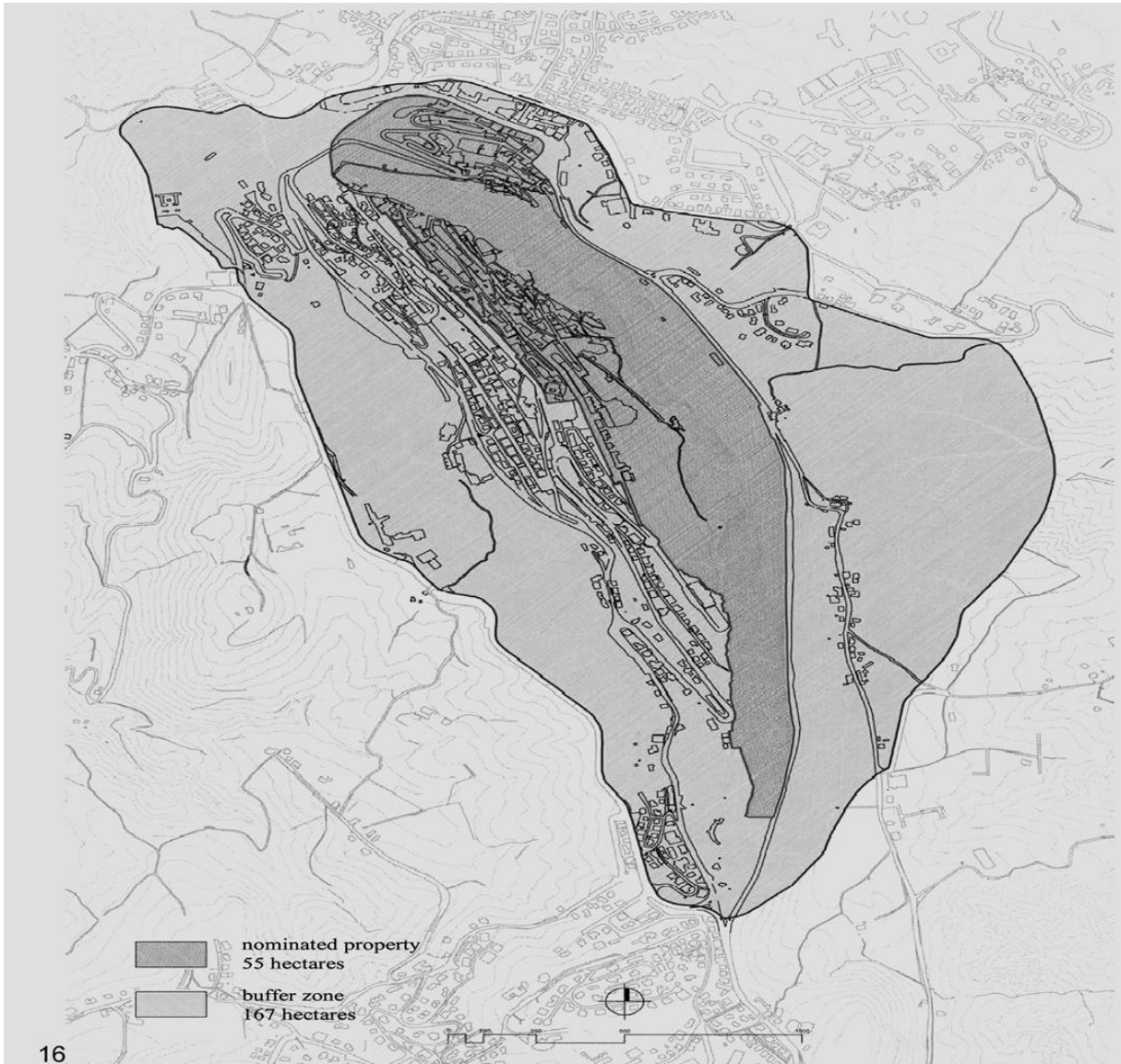
Recommendations with respect to inscription

ICOMOS recommends that the nomination of San Marino Historic Centre and Mount Titano, San Marino, should be ***referred back*** to the State Party to allow it to:

- Complete and implement the Management Plan.

ICOMOS further recommends to:

- Control interventions on existing buildings and open spaces in order to avoid inappropriate restoration, reconstruction or interventions that could jeopardise the authenticity of form and design and of materials and craftsmanship.
- Control the potential negative effects of tourism pressures on the material heritage components, including uses of existing buildings and excess of commercialisation.
- Revise the allocation of tasks concerning management of the nominated property and seek a more coordination mechanism between the different governmental agencies involved in the protection and management system.
- Improve and complete the monitoring system by defining a more comprehensive set of key indicators related to the property's values, integrity and authenticity.



Map showing the boundaries of the nominated property



View of Mount Titano from East



The three Towers



Mura dell'Andata



Palazzo Pubblico