

REPORT

JOINT UNESCO WORLD HERITAGE CENTRE/ ICOMOS ADVISORY MISSION TO THE WORLD HERITAGE SITE OF THE HISTORIC CENTRE OF FLORENCE, ITALY



22-25 May 2017

Cover: View across the city towards Santa Croce, from the belvedere of the Bardini Garden

This report is jointly prepared by the mission members: Ms Isabelle Anatole-Gabriel (UNESCO World Heritage Centre) and Mr Paul Drury (ICOMOS International).

CONTENTS

ACKNOWLEDGEMENTS	5
EXECUTIVE SUMMARY AND RECOMMENDATIONS.....	6
1. BACKGROUND TO THE MISSION	8
2. NATIONAL AND LOCAL POLICY FOR PRESERVATION AND MANAGEMENT	9
3. IDENTIFICATION AND ASSESSMENT OF ISSUES	10
3.1. Introduction	10
3.2. Airport expansion.....	11
3.3. The High Speed Rail Link	12
3.4. Mobility in the historic centre and the developing tram system.....	13
Context	13
The strategic tram network.....	14
A possible underground metro link?	15
The impact of the tramways	15
3.5. Parking in the historic centre	16
3.6. Waste Management.....	18
3.7. Re-use of public buildings in the Historic Centre.....	19
Introduction.....	19
A case study: the relocation of the Law Courts	20
Other city projects	21
3.8. The Management Plan and Heritage Impact Assessment.....	21
3.9. Managing tourism	23
The need for a tourist strategy	23
Use of public space in the historic centre	25
4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY	27
4.1. Management	27
4.2. Historic fabric	27
4.3. Infrastructure	28
4.4. Integrity and Authenticity.....	28
5. CONCLUSIONS AND RECOMMENDATIONS	30
Infrastructure works.....	30
Use of monumental complexes.....	30
Management and Heritage Impact Assessment.....	31

6. ANNEXES.....	32
6.1. Statement of Outstanding Universal Value, as retrospectively adopted by the World Heritage Committee in 2014.....	32
6.2. Terms of Reference of ICOMOS Advisory Mission, May 2017	35
6.3. Composition of the Mission Team.....	37
6.4. Itinerary and Programme	38
6.5. Participants	44
6.6. Illustrations	47

ACKNOWLEDGEMENTS

The two members of the mission sincerely thank the authorities of the Republic of Italy, represented by the Ministry of Cultural Heritage, Activities and Tourism, for their support and assistance. Special thanks are due to Adele Cesi, World Heritage Focal Point, who was present throughout the mission, who with her colleagues contributed so effectively to its success.

The Municipality of Florence were unfailingly generous with their expertise, time and hospitality. Dario Nardella, the Mayor, both in formal and informal meetings, took great interest in our work, demonstrating his commitment to the cultural heritage of the city at the highest level. Carlo Francini, Site Manager of the World Heritage Property, guided us expertly through the programme and the city, drawing on his deep knowledge of Florence and the organisations involved in managing it, ably supported throughout by Chiara Bocchio, Heritage City_Lab - World Heritage Office of the City and University of Florence. We are especially grateful to them for their role in ensuring the success of the mission, and for making our stay so enjoyable. We are also grateful to the many other representatives of the municipality who joined our sessions and made available their particular expertise and knowledge, along with staff of the University of Florence who are working on projects with the city, and of Rete Ferroviaria Italiana and Florence Airport who presented their projects to us.

We were also pleased to be able to hear the views of civil society organisations, including the *Angeli del Bello* Foundation and several organisations who are concerned about the effects of proposed infrastructure works and the changing character of the city, particularly in the face of tourist pressures. We have taken these into account in arriving at our conclusions.

EXECUTIVE SUMMARY AND RECOMMENDATIONS

Maintaining a balance between tourism and sustaining other aspects and functions of the life of the historic City of Florence as a metropolitan centre is a matter of constant negotiation between competing interests, in which every decision can have wider consequences. The proposed new airport runway and high-speed rail link will not, in the mission's opinion, cause harm to the OUV of the property (indeed the former has benefits for the setting of two of the (separately inscribed) Medici villas), but will change the number and potentially the type of visitors to the city.

Great progress has been made in implementing a sustainable movement strategy for the historic centre, with the introduction of the first tram line, limitations on car use, greater pedestrianisation of the public realm, and electric vehicles. Completion of the strategic tram network, in stages around the *Viali di Circonvallazione*, and with a loop to the Piazza San Marco early in the programme, is desirable, taking large motor buses out of the centre and contributing to the tourism management strategy. However, in the mission's opinion an aspiration for an underground tram line across the historic centre (but not currently in any programme) should be decisively abandoned, because of risks of subsidence, the impact of stations, and conflict with a strategy of encouraging tourists to take 'alternative pathways' to and from the centre.

The mission considered the possibility of a car park under the Piazza Brunelleschi against this background of progress in transforming the environment of the historic centre. While, if technical issues can be resolved, the project (including replacing a redundant university laboratory) might be achieved with limited harm to the OUV of the property, creating public car parks in the historic centre accessed other than directly from the *Viali di Circonvallazione* was contrary to the content, trend and benefits of current policy. Proposals (including this one) should be firmly resisted, in line with City policy, despite the special pleading that will inevitably be associated with them.

In the Mission's view the City's underground waste containers represent a very significant improvement over the previous (and standard) approach of surface level bins. The system is as neat and unobtrusive as its function permits. The archaeological sampling of the city through the excavation of the pits is in effect a research project delivering useful results.

The City's action, after the removal of the Courts, has secured appropriate new uses for the vacated buildings, setting an example in bringing their own staff into historic buildings in the centre, while securing investment in and a new public-facing use for a monumental building on terms in which the City retains the long-term interest in the building. The City is taking an active role in securing new uses, more rapidly than was the case with the Murate complex, and progress is being made to secure a new use for former convent of Sant'Orsola. While overall the condition of the historic fabric is good, a systematic approach to identifying and securing the future of unused and/ or deteriorating buildings that make a contribution to OUV could be helpful, alongside the very useful HECO initiative aimed at encouraging appropriate repair being piloted by the site management.

The 2016 revision of the *Management Plan* is commendably strategic, based on extensive consultation. It would be improved (at the next review) by identifying more clearly how the Outstanding Universal Value is expressed through the physical and social fabric. Heritage Impact Assessment should be embedded as a process in managing the city, and particularly for infrastructure projects, should begin when concepts are first suggested and be developed through and influence all subsequent stages of project development.

The mission supported the City's approach to its emerging tourist strategy, and ongoing initiatives to spread the load beyond the small core area where the dominance of tourism is tending to erode the living character and culture of the city. The sequence of city regulations (2010-17) illustrates how difficult it can be to address issues which face not only Florence but many other heavily-visited historic cities. The city is to be commended for its courage and determination to do so, providing an example from which others may learn.

We recommend that the state party, through the Municipality of Florence:

R1 Consider the consequences of improved high-speed rail and airport capacity in developing its tourist strategy, particularly the risk of increasing, both absolutely and in proportion, the number of short-stay visitors.

R2 Definitively abandon the concept of a tramway link under the city core, both because of the risks it would pose to the historic fabric and archaeology, and because a fast link direct to the centre would be incompatible with the emerging visitor strategy of spreading the load.

R3 As a general principle, not allow the creation of any more public car parks in the historic centre accessed other than directly from the *Viali di Circonvallazione*, on the grounds that such proposals are in conflict with the City's commendable sustainable movement strategy for the historic centre; and specifically to reject the proposal for the Piazza Brunelleschi.

R4 Specifically develop and maintain a register of buildings (regardless of ownership) that contribute to the OUV of the city, but are 'at risk' as a result of under-use and/or decay, as a basis for encouraging action by both public and private owners.

R5 At the next review of the management plan, identify more clearly how the Outstanding Universal Value is expressed through the physical and social fabric, defining the attributes of the site which carry its Outstanding Universal Value.

R6 Heritage Impact Assessment informed by the *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (ICOMOS, 2011) be embedded as a process in managing the city. For infrastructure projects, it should begin when concepts are first suggested, with a correspondingly strategic assessment of their potential impacts (both direct and consequential) on cultural heritage, particularly OUV. HIA should then be developed and applied through options appraisal and all subsequent stages of project development.

I. BACKGROUND TO THE MISSION

The historic centre of Florence was inscribed on the UNESCO World Heritage List in 1982 (no. 174) under criteria (i), (ii), (iii), (iv) and (vi). The boundary, drawn tightly around the edge of the formerly walled centre of the city, was amended by the addition of an extensive buffer zone in 2015.

Since inscription, the World Heritage Committee has considered two potential threats to the property, a terrorist car bomb in the centre, near the Uffizi (1993), and the potential impact of high tension power lines on the site's setting (1998).

The State Party of Italy invited the 2017 ICOMOS Advisory Mission primarily to assess and advise on planned infrastructure projects within the World Heritage property and its buffer zone, most of which concern transport to the city and movement within it. The final Terms of Reference are at Annexe 6.2. In summary, major projects include the enlargement of the airport, the completion of the High-Speed Train line ultimately connecting Naples to Milan via Florence and Rome, the construction of tramway lines in and around the historic centre, the management of people and motor vehicles within it, waste management within the historic centre, and the re-use of public buildings. Advice was specifically sought on the process of preparing Heritage Impact Assessments.

The proposed airport expansion would also affect (positively) the setting of two of the Medici Villas and Gardens in Tuscany, inscribed on the List in 2013 (no. 175) under criteria (ii), (iv) and (vi).

2. NATIONAL AND LOCAL POLICY FOR PRESERVATION AND MANAGEMENT

The Ministry for the Heritage, Cultural Activities and Tourism (*Ministero dei Beni e le Attività Culturali e del Turismo*, 'MiBACT') is responsible for cultural heritage at national level, and thus for overseeing Italy's responsibilities under the World Heritage Convention. Italy has also ratified the Granada (in 2015), Valetta (in 2015) and Florence (in 2006) Conventions of the Council of Europe, respectively relating to architectural heritage, archaeological heritage, and landscape.¹

The *Heritage and Landscape Codex* (2004),² which consolidated legislative provisions, states as a principle that public bodies shall ensure both the conservation and the public enjoyment of their cultural heritage.³ The definition of cultural heritage is wide. MiBACT fulfils its responsibilities under the code through a regional structure, so in Tuscany as elsewhere there is a regional secretariat and technical/ scientific *Soprintendenze* responsible for all matters and decisions related to heritage and landscape protection and valorisation, including planning restrictions and the granting of permits. Municipalities, including Florence, play a major role in managing and promoting their cultural heritage, investing heavily in the restoration and maintenance of their historic assets, under the supervision of the Ministry. Nationally, from the start of the 21st century, public/private partnerships, sponsorship and donations from both charitable foundations and private sources have become more important, especially in consequence of declining public expenditure (2009-15). Tax relief is given on donations to and expenditure on cultural heritage, and subject to funding being available (which in recent years it rarely has been) the state can contribute to conservation work by private owners.⁴

Spatial planning in the City of Florence is governed by the *Structure Plan* (2010, revised 2014) and the Town Planning Regulations (2015). The latter provide for management of the skyline in the buffer zone to protect the setting of the historic centre, and govern 'transformations' (modifications in the use or form of buildings) and public works during the period 2015-20, within the strategic framework provided by the *Structure Plan*. Provisions were subject to a *Strategic Environmental Evaluation*, adopted simultaneously (2014/15). Building Regulations (approved July 2015) include (in Part III) provisions on 'Decorum and protection of the urban image', governing external works on buildings, particularly those overlooking the street or public spaces. These documents in total form a comprehensive and up-to date framework for managing the city fabric, based on conservation and restoration. The current *World Heritage Site Management Plan* (2016) goes beyond the need to preserve and enhance the city's physical fabric, to embrace maintaining and increasing relations between the traditional socio-economic activities and the cultural heritage of the city.

¹ <http://www.coe.int/en/web/conventions/full-list>

² Delegated decree 42/2004, as amended – see 2016 *Management Plan*, p54

³ Art 1.3; 1.4 places wider responsibilities on national and local government, to ensure and sustain its conservation and foster its public enjoyment and enhancement (UNESCO Cultural heritage laws database)

⁴ Additional background information from the Council of Europe *Compendium of cultural policies and trends in Europe*: <http://www.culturalpolicies.net/web/countries-profiles-cr.php>

3. IDENTIFICATION AND ASSESSMENT OF ISSUES

3.1. Introduction

'The Historic centre of Florence can be perceived as a unique social and urban achievement, the result of persistent and long-lasting creativity, which includes museums, churches, buildings and artworks of immeasurable worth. Florence had an overwhelming influence on the development of architecture and the fine arts, first in Italy, and then in Europe. It is within the context of Florence that the concept of the Renaissance came to be. This heritage bestows upon Florence unique historical and aesthetic qualities'.⁵

The cultural values of Florence have drawn scholars and tourists over centuries, but accommodating visitors is just one aspect, albeit an important one, of the role and economy of the city as a whole and the historic centre, the World Heritage property within the line of the former walls, in particular. It is a university city (although the main campus of the University of Florence has moved outside the historic centre), with many foreign universities maintaining institutes in Florence; and it is the commercial, retail and cultural centre of a prosperous metropolitan area. An impression that the historic centre is dominated by the demands of tourism soon dissipates as one moves beyond a corridor between the railway station, the Duomo, and the Palazzo Pitti across the Ponte Vecchio. Especially, but by no means wholly, to the south, north and east of this core, the varied life of a modern city with a substantial established population continues within its historic fabric.

Maintaining a balance between tourism and sustaining other aspects and functions of the life of the city is a matter of constant negotiation between, and balancing of, competing interests, moderated by the Mayor and city authorities. Florence would be diminished if activities appropriate to the centre of a metropolitan region were displaced from the city core by mass tourism, but maintaining them demands easy access by people from the region to the centre. Managing movement of people to and around the city, the balance between public and private transport, affects almost every aspect of the social and economic life and potential of Florence.

The city authorities have gradually changed how the limited street space is used, how competing interests are balanced. This represents an ongoing *process* of incremental change, at a rate that leads public opinion but maintains majority public support. The infrastructure projects considered in this report are part of that process, responses to current demands which bring consequences beyond physical change and its effects on the Outstanding Universal Value of the place, some immediate, some consequential and so inherently less predictable. They affect social behaviour: who uses the centre of the city and how they do so. This makes monitoring the effects of change, understanding the inter-connectedness of things, vital in the ongoing process of city management.

⁵ The first paragraph of the Statement of OUV, reproduced in full as Annex I

The City maintains a World Heritage Office headed by the site manager, Carlo Francini, which champions its Outstanding Universal Value and engages in partnership and collaborative working across the City Council, with regional and national government and with a wide range of civil society actors. A recurring theme in the mission was a sense of common purpose, between the city authorities and civil society, to maintain the dignity or *decorum* of the city. This embraces for example shop signs, limiting advertising on scaffolding,⁶ the cleanliness of the public realm, and inappropriate visitor behaviour, for example eating picnics on church steps. There is, inevitably, less agreement about precisely how the balance between the interests of residents and visitors (and business dependent on them) is managed.

The organisation *Angeli del Bello*, which originated in public response to the 1966 flood, brings together volunteers who help to clean away graffiti, maintain gardens and public spaces, and other tasks which practically demonstrate its citizen's pride in the appearance of Florence. The Centre for UNESCO in Florence, in partnership with the City's World Heritage Office, has established *Firenze per Bene* ['Florence the right way']. Its volunteers (alongside *Angeli del bello*) help tourists in the city, and promote⁷ a 'decatalogue' – ten tips on how to be a sustainable, sensitive visitor. Its development, with students of Syracuse University in Florence, has helped to break down cultural prejudice between US and Italian communities in the city.⁸ However, the mission observed that a careful approach must guide the dialogue with representatives of the civil society in order to address true and legitimate concerns expressed by a majority of the population or substantial segments of the population. Special attention should also be given to civil society representatives, which are engaged in constructive actions for the common good versus private interests of a limited number of individuals.

3.2. *Airport expansion*

Florence Airport (Peretola), to the north-west of the historic centre, originated in the 1930s, with the first asphalt runway (1km) laid down in 1938-9, facing north-eastwards across the valley, towards the Villa di Castello, one of the Medici Villas and Gardens in Tuscany, which was inscribed on the World Heritage List in 2013. The runway was extended in 1984 and again in 1996, to 1.75km, and the airport currently handles about 2.5million passengers a year from 33,000 aircraft movements.

The current proposal (Figs 1, 2) is for a replacement runway⁹ of 2.4km aligned West-East along the Arno valley, with planes taking off towards and landing from the west, away from the historic city and avoiding local residential areas, served by a new terminal building to its south. The 'go around' flight path for missed approaches (0.1 – 0.4% of aircraft

⁶ Which is generally modest. The sign for Keesy, an automated check-in service for visitors staying in apartments, was quite prominent in the Piazza della Stazione, on the end of scaffolding largely at right angles to the street (Fig 12), but in the context of major infrastructure works, not a serious intrusion

⁷ Through digital media and on the back of a useful map of tourist facilities

⁸ As well as a high student population, 20% of tourists are from the USA

⁹ An earlier master plan drawing, SIA-PGT-01-TAV-002, February 2015, showed the existing runway retained across the end of the new one

movements) would pass to the north of the historic centre, along the foot of the hills. Capacity would be almost doubled, to 4.5m passengers a year from 48,000 movements, the new runway (to be built by 2020) accommodating larger planes. Moreover, the ability to handle larger aircraft would extend the range of destinations (as far as Scandinavia, Russia and the Middle East) and the services would become more reliable. This is seen as particularly important by business travellers, and so to maintaining Florence as a commercial centre. Currently adverse winds can force aircraft to divert to other airports.

Both existing and proposed runways lie within the buffer zone of the historic city, but at such a distance that surface level infrastructure of normal scale would have no more effect than that which currently exists. There would be no overflying, the impact of 'go-around' missed landings would be negligible and visibility of aircraft moving across the sky, seen from high points in the city, would diminish. The direct effects on people's ability to appreciate the Outstanding Universal Value of the historic city in its setting might be thus seen as neutral or marginally positive. The effect on the setting of the Villa di Castello and the Villa La Petraia would, however, be significantly positive. Aircraft would no longer land on a flightpath almost directly aligned towards the former, noise intrusion would be reduced, and when (as is now proposed) the northern part of the existing runway is returned to green landscape, the visual quality of the view could be substantially enhanced.

The mission concluded that while the direct effects of airport expansion would represent an improvement on the current situation in relation to the Outstanding Universal Value of the Historic City and the Medici Villas, it is also worth anticipating potentially negative indirect impacts. Given that Florence received (in 2015) some 9m tourists (13.7m to the metropolitan area), another 2m flight passengers may not represent a large proportionate increase. But it would be unfortunate if bringing the city within a short direct flight from almost anywhere in Europe, especially by low-cost carriers, attracted the sort of short-stay 'partying' visitors who have had a negative impact in other World Heritage cities. There is, we believe, a need to anticipate and deflect this risk through the City's evolving tourism strategy (see 3.9).

3.3. The High Speed Rail Link

High speed rail lines have been constructed north from Bologna and south from Rome, but since Florence Santa Maria Novella station (1848; replaced 1934) is a terminus, through trains must currently enter facing in one direction and leave in the other. The proposal is for a pair of tunnels between these two sections, to make a continuous through route (Fig 3). The tunnel portal has been formed on the south, and the box of a new subterranean station to the north-west of Santa Maria Novella Station is in course of construction, to link to the northern line, much of which is in tunnel. The transport advantages of the project are seen as:

- Reducing transit time by about 10 minutes;

- Separating the high-speed line from local services, freeing capacity in Florence Santa Maria Novella station for improved local and suburban services. Some 59million passengers per annum use the existing station;¹⁰
- Local works to help facilitate the city tram system (see below).

The southern portal and the new station (designed by Foster + Partners) are both outside the World Heritage property, alongside existing railway lines. Although in the buffer zone, neither involve structures that would materially affect the setting of the property, nor do they raise archaeological issues. The physical impact of the project on the property is thus limited to boring twin tunnels beneath the two southern bastions of the Fortezza da Basso, then eastwards under the Viale Lavagnini (one of the avenues created after demolition of the city wall by Giuseppe Poggi, 1865-71), continuing through and beyond the Piazza della Libertà, under the triumphal arch (Arco dei Lorena, 1738).

The tunnels will pass mostly through clay and gravel laucastrine deposits, the crowns about 13-15m (fortress) or 20m (arch) below the foundations of the monumental structures. Tunnelling through plastic deposits inevitably results in a small volume loss (predicted to be 0.4%-1%) and thus some subsidence. This would be expected to result in 'very slight' damage (fine cracks), or for part of the Fortezza, 'slight' damage, unless mitigation measures are undertaken. Compensation grouting is therefore proposed beneath the bastions of the Fortezza (Fig 4). Maximum settlement under the Arco dei Lorena (a free-standing structure) is anticipated to be 10mm. The effects of the works will be monitored using multiple measuring techniques.

The mission concluded that the proposals have been subject to intensive expert scrutiny by the authorities. Permits were first issued for these works in 1999, but these having expired, fresh applications were made in 2013, and new permits issued in March 2016. While the Mission members are not civil engineers, on the evidence we saw both the route and the precautions to be taken appear to have reduced the risk of harm to the fabric of the monuments to a very low and acceptable level.

3.4. Mobility in the historic centre and the developing tram system

Context

The development of a tram network is part of an on-going-term strategy to modernise the city's transport infrastructure. The compact, dense character of Florence provides the conditions ideal to support intensive public transport, and the problems of CO² emission, air pollution and congestion have provided the imperative to shift towards sustainable ways of moving around the city. Change is inevitably incremental, for it depends on both substantial investment and maintaining public support; but progress in recent years has been impressive.

One tram line opened in 2010 and two more (including an airport connection) are due to open in 2018, part of a developing system (with suburban rail improvements) intended to

¹⁰ <http://www.grandistazioni.it/cms/v/index.jsp?vgnextoid=84db47db3c09a110VgnVCM1000003f16f90aRCRD>

move people easily and sustainably to, from and around the historic centre. This is essential if the centre is to be easily accessible from the wider area and so able to support the wide range of functions appropriate to a regional capital, as well as visitors. Within the centre, pedestrianised areas have grown from 260,000 m² in 2009 to 400,000 m² in 2016, including the Piazza del Duomo. There are dedicated cycle paths; cycling is already popular, with a public bike-sharing scheme being introduced in 2018, initially with 50 stations. About a third of the taxi fleet is currently electric or hybrid; by 2020 all of it must be. Mini-electric buses have been introduced within the World Heritage property. The mission experienced both in action; their only disadvantage is silent operation, with the need (because of the novelty of this) for audible warning in shared-surface streets. Daytime private car use in the historic centre is strictly controlled through a limited traffic zone (LTZ) with 24 gates; entry is mostly limited to residents. There is automatic entrance surveillance and eco road pricing; but also a traffic control room and remotely managed traffic lights to minimise congestion outside the LTZ and the pollution it brings. As the tram system develops the LTZ can be expanded to include more of the metropolitan area.

The strategic tram network

The historic centre north of the Arno is now defined by wide tree-lined avenues, the *Viali di Circonvallazione* laid out in 1865-71 by Giuseppe Poggi, following the demolition of the city walls. The *Viali* continue to be the major vehicle circulation route around the city centre, and in the early 20th century there were trams running down the centre of the avenues. The strategy for the new tram system, once it is fully developed, can be summarised as bringing trams back to the avenues, with spur lines radiating outwards to the suburbs and 'park + ride' facilities, and eventually to neighbouring municipalities. The arc along the boulevards loops inwards around Santa Maria Novella station, reinforcing the role of the piazza in front of the station as the public transport hub of the city (Figs 5, 6). Line 1 to Scandicci, in operation since 2010, now carries 13m passengers per annum. Line 2 (to the airport) and Line 3.1 (to Careggi) are under construction. Line 4 will continue the line along the north-west avenue to the Piazza della Libertà, with a loop into the city through Piazza San Marco. One arm of line 7 will eventually complete the boulevard route on the east side, to the Ponte San Niccolo, before turning east along the Arno.

The choice of routes for tram lines is limited both by the physical constraints of the urban fabric and the character and uses of spaces through which, in purely engineering terms, it would be possible to route them. The avenues provide an easy route around the historic centre on the north side of the river, but bringing lines into the centre is much more problematic, other than the loop into the Piazza della Stazione, that area having taken on its present, relatively open, form in the 1930s. The perception is that to make an effective modal shift from the large numbers of motor buses that currently operate within the city, trams (and potentially a metro line) need to offer access to other points across the city. Switching to clean fuel would eliminate pollution, but not their vibrations adjacent to historic buildings, nor their negative impact on pedestrian and cyclist experience of using the historic streets.

The initial proposal to bring trams beyond the Piazza della Stazione was to extend line 1 through the Piazza Duomo, then north along the Via Cavour to the Piazza della Libertà (Fig 7). The current proposal (part of the next phase of tramway construction) is for a spur south through Piazza San Marco, using two adjacent streets to form a loop from the boulevard at the Piazza della Libertà (line 4). This would bring much more of the historic centre within 500m of a tram stop¹¹ (Fig 9), while avoiding some of its most heavily frequented streets and squares.

The mission concluded that this is the preferable option, maintaining the gains of pedestrianisation by bringing trams relatively close to the Piazza Duomo rather than into or through it. Given the current dominance of buses in the Piazza San Marco, it would represent an improvement on the present environment of the square.

A possible underground metro link?

The completion of the present plan for the tram network, including Line 7, would still leave the area centred on the Piazza della Signoria 900 to 1000m from a tram stop (Fig 9). Presumably for this reason, and to provide rapid access from the railway stations direct to the centre, an underground metro line has been suggested from the stations to the proposed tram stop at the Piazza Piave, at the south-east corner of the northern part of the historic city. Such a link does **not** form part of the current (2014 revision) *Structure Plan* for the city and has therefore not been further considered by the current Mission.

The mission recommended that while closing the tram loop through an area where trams cannot reasonably run seems logical, the risks from subsidence of boring shallow tunnels through the soft, wet deposits of the Arno valley, right under the heart of the city and its monuments, are quite simply too great. Moreover, constructing the stations would be highly disruptive at best (if they could be located in open squares) or destructive at worst (if demolition was needed), and the archaeological consequences would be substantial. This is an idea which has been floated for some years, but in the Mission's view should now be decisively abandoned. Instead, if, as the system develops, there is a clear need to improve coverage, the potential of a spur from the east, following the precedent of those from the west and north, might perhaps be explored (Fig 9). However, most visitors enter the city from the west; with local electric mini-buses and the wider use of cycling and walking, the need for even coverage may be more apparent than real, while the possible advantage of speed could be lost in the process of descending and ascending. Moreover, a means of delivering large numbers of visitors arriving by high speed train or from a suburban park + ride directly into the heart of the city sits uncomfortably with the objective of dispersing visitors more widely (see 3.9).

The impact of the tramways

The Mission was able to see Line 1 in operation (Fig 8) and parts of Line 3 in an advanced stage of construction, as well as engineering drawings of the imminent works. Technical improvements will be incorporated from line 2 onwards to minimise noise from wheel to rail contact, and in sensitive areas (including the San Marco loop) to minimise transmission of vibration. Line 3 (Fig 6) begins in front of the railway station, follows the existing street

¹¹ An arbitrary figure but roughly the distance between the Piazza della Stazione and the Piazza Duomo

around its north-east flank, to turn across the south-east front of the Fortezza da Basso, and then northwards around the boundary of a small park, part of Poggi's improvements, which borders the fortress on the north-east. In front of the fortress the tramway will pass across an existing piazza (Beslan-Fortezza) formed on top of an existing underpass on the line of Poggi's boulevard, which here cuts between the fortress and the city, before following the boundary of the park and continuing over the street, the latter sunk into an underpass to facilitate the crossing. This is not an easy area into which to fit a tramway, but it is being achieved with little impact on the existing built fabric. The only alteration is that the west boundary wall of the late 19th century villa¹² opposite the fortress, already partly altered to accommodate a previous traffic scheme, will be set back.

Line 4 (Fig 7) will pass through more sensitive areas, both in the Piazza della Libertà and in the loop through relatively narrow streets to the Piazza San Marco, along the Via Cavour and returning along the Via La Pira. The masts supporting the contact wires (where cables cannot be strung between buildings) are lightweight and relatively unobtrusive – the effect can be judged from the existing line 1. There will be no stop in the Piazza San Marco; instead stops are located in the flanking streets (Fig 10). In passing around the Piazza della Libertà the tram will stop outside the triumphal arch, the Arco dei Lorena (Fig 11). This is not ideal, but the short sides of the square are too short to locate a stop there. In any case passing motor traffic means that the views are and will continue to be very rarely uninterrupted.

The Mission concluded that while construction work around the station (Fig 12) is causing some temporary disruption (and revealing some superficial archaeology),¹³ great care has been taken in planning the route. The ongoing construction of line 3 will not cause material harm to the Outstanding Universal Value of the property. The construction of the tramways is seen as an opportunity to improve and enlarge pedestrian connections and spaces, and 'to characterise the tramway itself as an important part of the urban quality', through the design and materials used. Line 4 is less complicated, entirely following existing streets, and every effort has been made to minimise the associated infrastructure. Its impact on the street environment promises to be a significant improvement over the existing heavy bus traffic, which physically it will displace. On that basis, given that it is a reversible intervention,¹⁴ and notwithstanding the importance of the former Dominican convent of San Marco (and the Arco dei Lorena), the balance of advantage lies clearly in its construction.

3.5. Parking in the historic centre

The Piazza Pitti has been cleared of parked cars and reclaimed for public use, as has the majority of the Nuova Piazza del Carmine (Fig 13). After extensive research, study and consultation, the traditional stone paving of the latter is to be repaired (Fig 14) and trees re-introduced on the side opposite the Carmelite church. A private sector initiative to

¹² Since 1964 the *Palla Congressi*, formerly the Villa Vittoria by Gerolamo Passeri, a pupil of Giuseppe Poggi; built 1886-91, raised 1925; its landscape garden is part of Poggi's urban plan

¹³ Related mostly to buildings demolished in the 20th century to create the piazza

¹⁴ Save for any shallow archaeology (most likely earlier street surfaces) which will be displaced by the track bed

create a car park under the piazza has been rejected; it would not only have changed the historic fabric and character of the place, but perhaps more importantly, would have encouraged the presence and passage of cars in the southern part of the historic centre.

These are important and highly visible examples of the city having adopted a progressive approach to reducing car use, both to reach the city centre and particularly to circulate and stop within it. Priority continues to shift from cars to 'soft mobility' (walking, cycling) supported by (electrified) public transport. This trend is, inevitably, closely linked to attitudes to and provision for car parking within the historic city. The City's strategy is that cars approaching the historic city from the surrounding area will use park + ride facilities and then suburban trains/ trams.¹⁵ The limited provision in existing underground car parks off the perimeter ring road could provide for priority users and some city centre residents, allowing parking in the historic centre to be further reduced. There are some private commercial car parks within the historic centre, outside direct control of the city authorities, but they are mostly small, old and poorly structured, squeezed into corners of the historic urban fabric. Spaces in them should tend to decline, as tolls increase and other, more valuable, uses for the sites and buildings become commercially more attractive, in line with trends in other historic metropolitan centres.

The 2015 Town Planning Regulations, Article 41, identifies 21 potential locations for private parking beneath streets and squares in the city 'as services to the residents and to economic activities'. Six of these are just inside or just outside the World Heritage property (Fig 26), on or easily accessed from the *Viali di Circonvallazione*. If these are brought forward (no concessions have yet been granted), spaces could only be purchased by owners of real estate within 500m of the car park, with at least 70% reserved for owners of residential units.¹⁶ All are anticipated as being of modest size, accessed by car lifts rather than ramps; proposals will be judged on design quality in context and subject to feasibility studies integrated with Heritage Impact Assessment,¹⁷ which should comply with published ICOMOS guidance.¹⁸

These policies and trends provide the background against which to assess a proposal to create a 190-space car park on two levels beneath the Piazza Brunelleschi and through the redevelopment of an adjacent redundant university laboratory (Fig 15). The piazza, currently used partly for parking, to the detriment particularly of the Rotonda del Brunelleschi,¹⁹ would be restored as a public space, although with a prominent two-lane exit ramp on the west side. The laboratory, constructed in the mid-20th century in a 'Florence vernacular' style (Fig 16), is arguably neutral in its contribution to Outstanding Universal Value, is unlikely to be of social value to residents, and is one of the few buildings in the historic core whose replacement might reasonably be contemplated. The

¹⁵ *Regolamento Urbanistico*, 3.3, on mobility

¹⁶ The terms are governed by Municipal Regulations made in Deliberation 43/2016, under powers granted by Law 122/89

¹⁷ We are grateful for a paper forwarded by Carlo Francini on 4 July 2017 clarifying the situation

¹⁸ *Heritage Impact Assessments for Cultural World Heritage Properties: A publication of the International Council on Monuments and Sites* (January 2011)

¹⁹ An innovative octagonal church begun by Brunelleschi in 1433-34; later additions removed and completed in 'stripped classical' form in 1936-37. It is now part of the University of Florence.

promotors, the Bufalini Estate, envisage the car park as largely serving the University and the nearby Santa Maria Nuova Hospital. Vehicles travelling to it would only be able to enter the limited traffic zone (LTZ) from the ring road if a place was pre-booked, and would follow a prescribed route from the 'gate' (Fig 17).

The Mission concluded that subject to technical construction issues being resolved, particularly potential effects on the water table, and to the replacement building being of high architectural quality, well related to its context, the physical implementation of such a project might be achieved with limited harm to the significance of the Piazza and the Outstanding Universal Value of the property. The unavoidable impact would be the prominent exit ramp, prominently placed in the centre of one side of the square. But however well access is managed, the construction of a substantial car parking facility only three blocks north-east of the Duomo,²⁰ and whose access route would be within one block of the Duomo, would run wholly counter to the now well-established policy of steadily reducing the circulation of cars within the historic centre. While the proposed access route to a car park in this location near the centre may not seem so exceptional now, the trend of current policy suggests that it will be seen as intrusive a few years hence. Yet given the financial investment that would be involved in creating the car park, once approved and constructed its ongoing use could not reasonably be restricted or ended without substantial compensation. Looking ahead, the private asset would likely become a public liability, one that would not readily adapt to any other purpose, unlike the small private car parks that exist in the city.

As a general principle, the mission concluded that creating car parks in the historic centre accessed other than almost directly from the *Viali di Circonvallazione* should be firmly resisted, in line with City policy, despite the special pleading that will inevitably be associated with every proposal. Mapping this proposal in relation to potential car parks sites intended primarily to serve residents, identified under Art. 41 of the Town Planning Regulations (as we have done on Fig 26), illustrates very clearly the degree to which it is contrary to the objectives of current policy to improve the environment of the city.

3.6. Waste Management

The 'hyper-use' of the historic centre generates large quantities of refuse, from residents, businesses, and tourists. Few of the historic buildings have internal storage for waste beyond what is generated day to day; the lack of ground level space means that bulky and unsightly waste containers on the streets are intrusive, and incompatible with the decorum of the historic city; in the summer food waste rapidly becomes unhygienic; and the environmental (and financial) imperative to recycle now requires multiple bins to separate different streams of waste. The problem is the concentration of waste, 15kg per 10 metres of street every day.

To address these problems the City is installing, as a public utility, a network of 5m³ underground waste containers, which are emptied by a contractor (Alia Spa) which also acts as technical consultant and installs the infrastructure (Fig 18). The tops of the containers are flush with the pavement, with an upstanding hatch through which waste is

²⁰ Within the line of the 12th century walls

deposited. They are installed in groups, with separate containers for the different types of waste. These are used by residents, businesses and tourists alike, so there is no need for conventional litter bins which tend rapidly to overflow. They are emptied (rapidly) by compactor vehicles capable of lifting both underground and surface containers. To date 45 have been installed, with 46 more to be installed by 2020 to achieve complete coverage of the historic centre.

The Mission concluded that the containers represent a very significant improvement over the previous (and standard) approach of surface level bins, as part of an efficient strategy of public realm management which helps keep the city notably free of litter and rubbish. They are as neat and as unobtrusive as their function permits (Fig 19), and their impact on the streetscape, the setting of the city's buildings, is readily reversible should a better approach (or the quantities of rubbish) diminish in the future.

The only irreversible impact on the cultural value of the city lies in the need to construct concrete-walled pits around 3m deep to house the containers, in an area of all of which is potentially of archaeological significance. But through collaboration with the *Soprintendenza Archeologia, Belli arti e Paesaggio*, the works are being treated as, in effect, a programme of archaeological test excavations, which is already enriching understanding of the evolution of the city and its buildings. The small loss of archaeological deposits is at least balanced, if not outweighed, by the knowledge gained. Since the *Soprintendenza* must give consent for the progress of the work, there is little risk of exceptional structural discoveries being destroyed.

3.7. Re-use of public buildings in the Historic Centre

Introduction

Both the national government and, particularly, the City Council, are major landowners within the city, of cultural sites, operational buildings, and in the case of the City, of social housing and other public infrastructure. Operational needs change over time, so there is an inevitable 'churn' of buildings falling vacant and needing new or reinvigorated uses, whether by public authorities, charitable foundations or the private sector. Change of this kind is an indicator of a living, thriving city. It presents a threat to its Outstanding Universal Value only if buildings deteriorate through being left vacant or under-used (and in consequence usually minimally maintained) for lengthy periods, or the proposed new uses would require intervention on a scale that would materially harm their cultural heritage values, including their social values to the community.

The City aims to 'enhance and utilise all the municipal buildings...in the historic centre, privileging public functions' both to save the cost of renting offices and avoid degradation through under-utilisation or abandonment. Under the *Structure Plan* about 250,000m² of disused buildings are proposed for 'transformation' to new uses. This policy extends to the acquisition of property both within and beyond the historic centre, to preserve its cultural value, public access, and to house public offices. Disposals of monumental complexes are normally by way of a lease or agreement requiring investment in

safeguarding the fabric and guarantees of public access through the uses proposed. There is a strong policy to retain and expand housing within the historic centre, despite commercial pressure for (and the value of) uses related to tourism.

A case study: the relocation of the Law Courts

The relocation of the law courts from the historic centre to a new *Palazzo di Giustizia* outside it, on the former Fiat site, completed in 2012,²¹ meant that possession of several buildings in the historic centre reverted to the City. The City administration is based in the Palazzo Vecchio, and in 2013 adapted two of these buildings, close to the Palazzo, one for its Property Management Department,²² the other for the headquarters of the Urban Planning Department (Fig 20),²³ which relocated from late 20th century rented offices outside the centre. These moves are part of a general policy not only of retaining Comunale offices in the historic centre but also actively relocating departments there,²⁴ helping to sustain one of its core city functions. There are now some 860 City office staff²⁵ located in the historic centre. The Mission visited the Urban Planning Department, whose director was firmly of the view that as a working environment it was preferable to the standard recent office building they had formerly occupied, despite some inherent constraints.

The former headquarters of the courts was in the San Firenze monumental complex, a seminary of the Oratorians which developed through the late 17th and 18th centuries, culminating in the coherent baroque façade that now dominates the Piazza San Firenze (Fig 21). The former Oratory itself is in the south block and a church (still in use) in the north block, with the former residential accommodation around a courtyard between them. The ground and first floors (save for the church) have been assigned to the Zeffirelli Foundation for 29 years, as a museum and school of the performing arts, based on Franco Zeffirelli's collections including his library. It was a condition that the roof covering of the whole complex be renewed at the outset, the need for which was clear from the stains of leaks from the parapet gutter into the plain vaulted upper rooms (Fig 22) during the period of disuse (2012-17). The Oratory itself, a fine galleried hall, will continue to be used for performances, and the Foundation is in negotiation to take over the remaining upper floors for related educational activities. The Mission saw fitting out in progress; in the exhibition rooms on the first floor, displays will be on a continuous panel lining, with all the services contained within them, making the fit-out readily reversible and adaptable.

The mission concluded that the City's action, after the removal of the Courts, has secured appropriate new uses for the vacated buildings, setting an example in bringing their own staff into historic buildings in the centre, while securing investment in and a new public-facing use for a monumental building on terms in which the City retains the long-

²¹ The building, originally designed by Leonardo Ricci in the 1970s, makes a distinctive, jagged contribution to the city skyline (in the buffer zone), on which local opinion seems to be divided; but as a major public building it is appropriate that its place in the hierarchy of the city should be expressed by rising above the general roofscape

²² Via dell'Anguillara 21

²³ Piazza San Martino, a former convent

²⁴ Including into a former University building (2013) and two former schools (2016)

²⁵ Of which 370 are based in the Palazzo Vecchio and Palazzo Canacci

term interest in the building. However, the museum element will add to the existing concentration of attractions in an already heavily visited area (see 3.9).

Other city projects

The City has built a new opera house on the ring road on the west side of the historic centre (a theatre is in progress as a second phase) and in consequence the former Teatro Comunale²⁶ has been sold for mixed use conversion; work is expected to begin this year. Towards the edges of the historic centre, especially in the east, and in the area south of the Arno, the municipality makes available small buildings on modest terms to accommodate social and cultural associations.

The Fortezza da Basso, until the 20th century a military site, was purchased in 2009 from the state by the Tuscany Region, the Metropolitan City of Florence and the City of Florence, as an exhibition centre, adjacent to the existing conference centre. In 2016 the City acquired from the state the redundant Carabinieri school, including what was historically the main cloister of the Dominican Priory of Santa Maria Novella. The cloister buildings (seen by the Mission) will be opened as an extension to the Santa Maria Novella museum, while commercial proposals are being sought to develop the rest as an innovation centre.

In the east of the historic centre, where few tourists venture, the University of Florence has set up a School of Architecture in the abandoned Santa Verdiana and Santa Teresa detention complex; the former is in use, preliminary works are in hand on the latter (Fig 23). Not far away the Murate prison, closed in 1983, was converted (2000-11) into social housing (73 units), public, cultural and commercial space; the remaining buildings are currently being converted into a further 17 units. Architecturally and socially the spaces are successful (Fig 24).²⁷ Only now does the future of the former the Sant'Orsola convent, later a tobacco factory (1810-1940), seem to be moving towards an appropriate resolution after 30 years of indecision and an abandoned project.²⁸ Identifying and implementing new uses for these buildings has taken much longer than was desirable for the good of the fabric (perhaps because of their previous uses and associations), but recent redundancies of public buildings, like the former court buildings, have been addressed much more quickly.²⁹

3.8. The Management Plan and Heritage Impact Assessment

In January 2016, the City Council adopted a new *Management Plan for the Historic Centre of Florence*, produced following wide community consultation (2013-15), and including the Buffer Zone approved in July 2015.³⁰ The plan aims 'not only to preserve but to enhance

²⁶ Although originating in the 1860s it has been greatly altered, most recently in 1961

²⁷ Both seen by one of us (PD) after the end of the mission

²⁸ A project put forward by a private sector consortium, and which has the support of the Municipality, is currently being considered by the *Soprintendenza Archeologia, Belle arti e Paesaggio* and will be subject to public consultation by 10 August (Information from Carlo Francini, e-mail 26 June 2017)

²⁹ For further discussion of buildings in need of new uses see Section 4.2 below

³⁰ 39 COM 8B.44

the integrity and authenticity of the Outstanding Universal Value of the Historic City of Florence', grounded in sustainable development and elaborated around three core themes: Knowing, Living, and Safeguarding the property. It identifies five key objectives, Credibility, Conservation, Capacity Building, Communication and Communities; and five major risks or threats;

- Congestion of the historic centre due to mass tourism
- Conservation of the monumental heritage
- Urban Transport and air pollution
- Danger of flooding of the river Arno and risks connected with climate change
- Depopulation of residents in the historic centre.

Related to the core themes, 24 specific projects are identified for delivery within 1-6 years, and review of the plan is envisaged on a five-year cycle. All the key objectives and risks that one would expect are addressed in the Plan, which at 104 pages (plus appendices) is commendably strategic and readable, despite the potential volume of available data. Emphasis is placed on the virtuous circle of planning, implementation, monitoring, and review, which in turn informs further action. Implementation is supported by funding raised from city tourist taxes and from the state.³¹

If there is a gap in the present document, it is to set out more clearly how the Outstanding Universal Value is expressed through the physical and social fabric, defining the attributes of the site which carry its Outstanding Universal Value beyond the specific monuments referenced in the inscription. For example, in the brief historical summary it would be helpful if the growth of the city were related to a plan or air photograph showing how the successive city wall lines are still defined by the city streets. This is a matter that should be considered at the next review.

Understanding how changes to physical fabric or social infrastructure may affect the Outstanding Universal Value of the site is a necessary first step in Heritage Impact Assessment. There is of course a danger that the identification of specific elements as carrying Outstanding Universal Value can be taken to suggest that the others do not, especially in a city like Florence where there are comparatively few intrusive elements. However, much depends on the way the question of attribution is approached. For example, an attempt to define which built structures, beyond the obvious monuments, contribute to 'the coherence' of the 'unique artistic creation' that is the urban complex of Florence would fall into this trap; whereas an attempt to identify a range of characteristics common to most buildings and structures that do so should not. Similarly, since sustaining the authenticity of the city depends on sustaining traditional craft businesses, it would be more helpful to elaborate the characteristics of the activities which it is desirable to maintain and encourage than to attempt to identify individual businesses. Our impression was that while some are long-established (like the wig makers Filistrucchi), others are relatively recent (like jeweller Alessandro Dari), but rooted in the craft skills and artistic creativity which tend to come together in the city.

³¹ Under Law 77/2006, which also makes Management Plans for World Heritage Sites in Italy mandatory

The Mission contributed to a fruitful discussion about how the concepts of Heritage Impact Assessment (HIA) and Environmental Impact Assessment (EIA) differ, and the role of the HIA process in managing the WH property. HIA is not specifically established in Italian law and regulation, although of course EIA always has a cultural heritage component. In essence, EIA is project-centred, usually commissioned by the promotor of the project (public or private), whereas HIA should be heritage-centred, in this case on the World Heritage property of the Historic Centre of Florence, undertaken or commissioned by the Site Manager with the primary objective of maintaining its Outstanding Universal Value, and informed by the *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*, published by ICOMOS in January 2011.

Heritage Impact Assessment should be a *process*, which particularly for infrastructure projects needs to begin when concepts are first suggested, with a correspondingly strategic assessment of their potential impacts (both direct and consequential) on cultural heritage, particularly Outstanding Universal Value. HIA should then be developed through options appraisal and all subsequent stages of project development, to highlight potential negative impacts on cultural heritage at key points in the evolution of a project where meaningful action can still be taken to mitigate them, and to identify and capture opportunities for enhancement. Options appraisal – how the concept might be delivered - is usually the critical stage, beyond which scope for mitigation becomes much more limited. It is therefore the stage that Heritage Impact Assessment of each option based on a clear understanding of cultural values that could be affected is most crucial. Through an iterative and constructive *process*, the aim should be the evolution of a project that so far as possible reconciles the objectives of the promotor and of the site manager – or occasionally, its abandonment at the earliest point that it becomes clear that its negative impacts would be unacceptable.

3.9. *Managing tourism*

The need for a tourist strategy

Visitors have been drawn to Florence for centuries. The 1737 bequest to the state by Anna Maria Luisa de' Medici, Grand Princess of Tuscany, of all the tangible cultural heritage belonging to the Grand Dukes to the State of Tuscany, was for 'the State ornament, for utility of the Public *and to attract the curiosity of Foreigners*'. Tourism has become a key economic driver of the City, but raises the question of how this unprecedented global mobility can enhance the lives of citizens. On the scale experienced in Florence tourism is a major vector of change, and activity in the city core (but not the historic centre as a whole) is dominated at street level by tourists and activities that serve them. Their presence tends to be less harmful to buildings, monuments and museums (which benefit from income and investment, although too much investment can be as harmful as neglect) than to the social fabric of the city, as small business and residents tend to be displaced by higher value tourist-related activities.

Visitor pressure generates tension between the authorities and the local community of residents, particularly within the 'castrum'. Some felt that the spirit of the place was being lost, even if its physical form remained. The number of residents in the historic centre

has certainly declined – 21,000 over 25 years was quoted, with a concomitant decline in craftsmen and small shops, while some 7,000 apartments, for example, are said by the Association “Ma noi quando si dorme?” to be available on Airbnb. Late night noise and lack of resident parking contribute to the problems, along with the ‘decontextualisation’ of historic and religious buildings said the Association. The number of visitors continues to rise. It is currently about 3.6m per annum,³² with an average stay of 2.6 nights, although these figures exclude large numbers of visitors arriving by bus (including from cruise ships) and staying less than a day.

However, it would be simplistic to suggest that tourism alone is responsible for depopulation. Other factors common to many historic cities will be contributing, including the tendency for young families to move out of city centres, the high value placed on car ownership over recent decades (although now declining), and changes in the nature of retailing and retail centres, with concomitant concentration of the market value of property. As a protective measure the *Structure Plan* prevents the change of use of existing residential property, but residential has a broad definition including tourist accommodation.

The City is embarking on a study of the visitor carrying capacity of the historic centre, in terms both of physical load and social load, a contribution to developing a *Strategic Plan for Tourism 2017-22*. Florence benefits most from visitors who stay long enough to appreciate the city’s cultural heritage, and least from those who stay for less than a day. Improving quality rather than quantity of visits is seen as an aim (and a noted rise in the quality of hotels is encouraging). The high-speed rail connections may of themselves bring more visitors, and an expanded airport certainly will (although not all will be tourists coming to the city itself); and the possibility of very cheap flights, by carriers who may promote Florence as a ‘party city’, will need to be managed away.

Some key issues for the tourist strategy have already been identified. Tourists are currently too focused on the ‘top five attractions’, which is in part a consequence of the number of short-stay visitors. The more efficient and less polluting transport in the city now being developed should help visitors to explore further, to the less-visited places and areas, and the countryside around, if provided with encouragement and guidance to do so. The tram system will serve many points along the *Viali di Circonvallazione*, providing ‘alternative pathways’ by encouraging entry from other directions than the west (by contrast an underground line direct to the centre would further concentrate activity). Incentives to reduce the seasonality of demand (the peak is May – October) would also lessen the pressure. From the social perspective, it is necessary to enhance employment quality (training, employee development) and strengthen the quality of life for local communities, reinforcing traditions and distinctiveness.

Initiatives are already being taken. The Florence Greenway is a 5.6 km pedestrian route (with extensions up to 15km) through the Boboli gardens to the Porta Romana, along the Viale dei Colli towards the Basilica di San Minato al Monte, the Piazzale Michelangelo and so back to the city walls and the Bardini garden (Fig 25), providing a different, uncrowded

³² Of foreign visitors, those from the USA account for 20% of the total; three times more than any other nation

perspective on the city and its relationship to the Tuscan countryside. It was suggested, rightly in the mission's view, that if in future new museums and cultural buildings were situated near the edges of the historic city, especially to the north and east, they could help draw tourists beyond the central area. The use of monumental buildings in the centre as museums and institutes is understandable, bestowing prestige by association and heavy footfall past the door, and as in San Firenze monumental complex, it tends to fit the layout and character of the buildings; but in future the potential of locations further from the tourist focus should be considered. The City's development of its new Opera House and theatre addressing the outside of the *Viali di Circonvallazione* is perhaps a step in this direction.

Use of public space in the historic centre

Policies are already in place to manage events and use of streets and squares 'that keep the city alive, within the limits imposed by the duties of protecting the artistic heritage.' Regulations³³ introduced 2010 to control the use of public land by bars and restaurants, including the extent and form of decks and shelters, one aim being to achieve better quality and greater homogeneity in such structures (although some exist through pas concessions and judicial disputes can arise). The 2015 regulation on 'Concession of public ground for events',³⁴ introduced control of and increased fees (proportionate to profit) for use of public spaces for commercial events. The 2016³⁵ decision by the City to regulate trade in the historic centre introduced minimum standards for new establishments selling food or alcohol (fire escape, toilet provision etc), and a requirement to buy and use products of the region (with potential derogation for ethnic restaurants). In consequence McDonalds have opened a legal action, following rejection of an application to open an outlet in the Piazza del Duomo. But the number of food and drink outlets in the centre continued to grow at an unprecedented rate, so in May 2017,³⁶ further regulations were introduced to prevent new openings for three years, or transfer of existing business to the principal historic squares; and to control the types of shops in some streets with long-established concentrations of particular trades. All of this reflects an ongoing effort by the City to manage commercial pressure, generated by visitor numbers, on the character of the centre. Street stalls also pose a problem, an aspect of the fact that national laws intended to facilitate commerce tend to over-ride local needs to manage the public realm and character of the city.

Civil society representatives expressed concern about the scale and discordant character of commercial events in public squares, which by their nature impinge on visitors' ability to appreciate the architecture of the surrounding monumental buildings, and are seen by some as being contrary to maintaining the dignity of the City. Some (like the historic football, *Calcio Storico Fiorentino*, in Piazza Santa Croce) are part of the cultural heritage of the city, and the squares have always held markets and cultural events. Since 2012³⁷ the number of commercial events has been reduced, and the city now has the powers to

³³ Deliberazione Cn.I del 11/01/2010

³⁴ Deliberazione n. 19/2015

³⁵ January 2016 D/C/00004

³⁶ D/C/00027; by then there were 398 food outlets in the historic city

³⁷ We are grateful for a copy of a detailed spreadsheet of events in each square for 2012

maintain a balance between competing interests and to avoid over-use of particular locations.

The mission supported the City's decision to develop a tourist strategy, and ongoing initiatives to spread the load beyond the small core area where the dominance of tourism is tending to erode the character and culture of the city. The sequence of city regulations (2010-17) illustrates how difficult it can be to address issues which face not only Florence but many other heavily-visited cities. The city is to be commended for its courage and determination to do so, providing an example from which others may learn.

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1. Management

Management is integrated and strongly oriented towards preservation. The 2010/14 *Structure Plan* is a comprehensive, detailed planning policy tool based on preservation. It recognised the Historic Centre as an ‘invariant’ to be protected as a community resource. It provides detailed guidance down to block and building level, with aims including protecting the historic urban landscape, protection and enhancement of historical and monumental heritage, and maintaining and reinforcing residential use in the centre. Article 16 provides for contributions from the value added by developments to be invested in public realm/ streetscape enhancements. There is close control of works. Through a campaign of surveys and inspections, the MiBACT Geodatabase now includes 14,500 photographs.

The City in 2016 adopted a new *Management Plan* for the WH property after extensive consultation. Implementation is the responsibility of the UNESCO Site Manager and his office, who ‘speaks for the cultural heritage’ within and beyond the City Council, and works in partnership with civil society associations. Balancing the needs and demands of tourism and tourist-related business with sustaining the physical, social and other commercial life of the city remains a key management issue, both in terms of absolute numbers and their tendency to congregate in and dominate a relatively small area. The City is launching a study on carrying capacity, leading to an integrated Tourism Strategy, and meanwhile continues to intervene to address particular issues (see 3.9).

4.2. Historic fabric

The historic fabric generally is in reasonable to good condition, supported by the high property values in the historic centre, which also tend to encourage high levels of utilisation of floorspace.³⁸ But as some civil society representatives pointed out, there is always room for improvement. The mission was impressed by a pilot City initiative (the HECO project) to assess and subsequently monitor the state of conservation of buildings and gardens in the city, and to determine priorities, appropriate methods (with particular attention to colour) and estimated costs for their conservation, restoration and future maintenance. The pilot covers an area around the Pitti Palace, with 319 facades assessed, but will be rolled out across the centre. By providing clarity about what needs to be done, and the order of cost, the project is intended both to set standards and encourage action, tax breaks being available to owners undertaking works. Scaffolding of buildings can be disruptive in narrow streets and is a disincentive; but charges for the use of street space occupied by it should encourage efficiency, while not discouraging action.

New and appropriate uses have been found quite quickly for several major buildings in City ownership which have recently become functionally redundant, in particular after the courts moved out to a new building (see 3.7), although older redundancies, like the Murate, took longer to solve, and only now does a solution to Sant'Orsola seem to be in sight.

³⁸ Assessing the extent to which upper floors, especially, are under-used or vacant, and so tending to decay, is of course difficult from superficial observation

The problem of unused and deteriorating buildings is not confined to those in public ownership. The Mission noted occasional buildings in private ownership whose future has evidently been unresolved for a long time,³⁹ including a former cinema (within an older structure), largely unused and with ‘fans’ to catch falling stucco, at 4-10 via dei Cimatori, close to the Piazza della Signoria. In any large historic city, at any point in time, there will always be a few buildings in transition, or held by an owner reluctant to take action to bring them back into use. It would be helpful, as part of the management of the property, using provisions in the Town Planning Regulations,⁴⁰ to develop and maintain a register of buildings (regardless of ownership) that contribute to the cultural heritage of the city, but are ‘at risk’ as a result of under-use and/or decay (and fail, therefore, to maintain the decorum of the city). It would be of value both for monitoring the state of the built heritage, and as a prompt to action to persuade owners to take appropriate action. If the register is public (as they usually are), inclusion in it may be enough to prompt action by the owner.

4.3. Infrastructure

New infrastructure projects currently have a high profile in the city, with the concurrent construction of the high-speed train station and the new tram lines extending from Santa Maria Novella Station, the ongoing provision of underground waste containers and proposals for airport expansion. Taken individually, the mission concluded that their impact on the OUV of the property will range from neutral to slightly beneficial, although the consequential increase in capacity at, particularly, the airport needs to be factored into the emerging tourism strategy. The tram lines, current and planned, are key to a sustainable movement strategy that has already achieved a significant modal shift away from car use, prioritising ‘soft movement’ (walking, cycling) and (through reducing pollution) the health of both citizens and the cultural heritage of the city. This strategy is making a significant contribution to sustaining the cultural values of the city, and will continue to do so as more phases are implemented.

By contrast, the potential underground metro line would risk serious harm to the historic centre and on current evidence the risk would outweigh any operational benefits. The provision of new car parks other than for residents within (rather than on or near the boundary of) the historic centre would run entirely counter to the laudable objectives of the city’s movement strategy.

4.4. Integrity and Authenticity

The integrity and authenticity of the Historic Centre of Florence, within the setting of the surrounding hills, continues to be maintained. The progressive increase in the areas of the city predominantly restricted to pedestrians and cyclists, and the removal of car parking from the Piazza Pitti and Nuova Piazza del Carmine, continues to enable people better to appreciate the integrity of the historic centre and its buildings, as well as reducing the impact of vehicle traffic and its concomitant pollution. There is substantial investment in repairing and where necessary finding new uses for historic buildings, with an emphasis in encouraging residential use.

³⁹ Despite property taxes being substantially higher on empty buildings, to encourage use

⁴⁰ 2017 SOC, Section 4

Two specific threats to the integrity of the property were identified in the Statement of Outstanding Universal Value, tourist pressure on the historic centre and the risk of floods. A study of the visitor carrying capacity of the centre has begun, while visitors are already being encouraged to disperse and explore more widely. The Action Plan within the 2016 *Management Plan* includes measures better to manage the risk of flooding from the Arno, and to protect the cultural heritage of the city in an emergency.

5. CONCLUSIONS AND RECOMMENDATIONS

The Historic Centre of Florence is generally in a good state of conservation. The Municipality is taking active steps to address key issues identified in the 2016 Management Plan, particularly those around a sustainable movement system and (closely related to it) managing the consequences of tourism.

Infrastructure works

The mission was particularly focussed on infrastructure works. We concluded that the new airport runway and the high-speed rail link would not harm the Outstanding Universal Value of the property. The new runway would have a significantly positive impact, compared to the present situation, on the setting of the Villa di Castello and the Villa La Petraia, two of the Medici Villas and Gardens in Tuscany separately inscribed on the World Heritage List. However, we recommend that the City

[R1] consider the consequences of improved high-speed rail and airport capacity in developing its tourist strategy, particularly the risk of increasing, both absolutely and in proportion, the number of short-stay visitors.

Completing the proposed tramway network is crucial to further development of the sustainable movement strategy for the historic centre, which has already delivered substantial benefits. It will provide (north of the Arno) easy access from the *Viali di Circonvallazione*, and from two strategic points within it, Santa Maria Novella Station and the Piazza San Marco, and we endorse its completion as planned. However, we recommend

[R2] that the concept of an underground tramway link under the city core should be finally abandoned, both because of the risks it would pose to the historic fabric and archaeology, and because a fast link direct to the centre would be incompatible with the emerging visitor strategy of spreading the load; and

[R3] as a general principle, the City does not permit the creation of any more public car parks in the historic centre accessed other than directly from the *Viali di Circonvallazione*, on the grounds that such proposals are in conflict with the City's commendable sustainable movement strategy for the historic centre; and specifically to reject the proposal for the Piazza Brunelleschi.

Use of monumental complexes

Good progress is being made with facilitating the appropriate re-use of buildings in the historic centre, within a policy favouring residential, public and office uses over tourism. However, some visible problems remain, and we recommend

[R4] that the City should specifically develop and maintain a register of buildings (regardless of ownership) that contribute to the cultural heritage of the city, but are 'at risk' as a result under-use and/or decay, as a basis for actively encouraging action by both public and private owners.

Management and Heritage Impact Assessment

The 2016 *Management Plan* is commendable, a succinct document based on extensive consultation, complementing a recent and appropriate *Structure Plan* and other regulations. However, we recommend that

[R5] at the next review the plan identifies more clearly how the Outstanding Universal Value is expressed through the physical and social fabric, defining the attributes of the site which carry its Outstanding Universal Value; and that

[R6] Heritage Impact Assessment informed by the *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (ICOMOS, 2011) be embedded as a process in managing the city. For infrastructure projects, it should begin when concepts are first suggested, with a correspondingly strategic assessment of their potential impacts (both direct and consequential) on cultural heritage, particularly OUV. HIA should then be developed and applied through options appraisal and all subsequent stages of project development.

6. ANNEXES

6.1. Statement of Outstanding Universal Value, as retrospectively adopted by the World Heritage Committee in 2014

Florence was built on the site of an Etruscan settlement and the later ancient Roman colony of Florentia (founded in 59 BC). This Tuscan city became a symbol of the Renaissance during the early Medici period (between the 15th and the 16th centuries), reaching extraordinary levels of economic and cultural development. The present historic centre covers 505 ha and is bounded by the remains of the city's 14th-century walls. These walls are represented by surviving gates, towers, and the two Medici strongholds: that of Saint John the Baptist in the north, popularly known as 'da Basso', and the Fort of San Giorgio del Belvedere located amongst the hills of the south side. The Arno River runs east and west through the city and a series of bridges connects its two banks including Ponte Vecchio and Ponte Santa Trinita.

Seven hundred years of cultural and artistic blooming are tangible today in the 14th-century Cathedral of Santa Maria del Fiore, the Church of Santa Croce, the Palazzo Vecchio, the Uffizi gallery, and the Palazzo Pitti. The city's history is further evident in the artistic works of great masters such as Giotto, Brunelleschi, Botticelli and Michelangelo.

The Historic Centre of Florence can be perceived as a unique social and urban achievement, the result of persistent and long-lasting creativity, which includes museums, churches, buildings and artworks of immeasurable worth. Florence had an overwhelming influence on the development of architecture and the fine arts, first in Italy, and then in Europe. It is within the context of Florence that the concept of the Renaissance came to be. This heritage bestows upon Florence unique historical and aesthetic qualities.

Criterion (i): *The urban complex of Florence is in itself a unique artistic realization, an absolute chef-d'œuvre, the fruit of continuous creation over more than six centuries. In addition to its museums (the Archaeological Museum, Uffizi, Bargello, Pitti, Galleria dell'Accademia), the greatest concentration of universally renowned works of art in the world is found here – the Cathedral of Santa Maria del Fiore, the Baptistery and the Campanile of Giotto, Piazza della Signoria dominated by Palazzo Vecchio and the Palazzo Uffizi, San Lorenzo, Santa Maria Novella, Santa Croce and the Pazzi chapel, Santo Spirito, San Miniato, and the Convent of San Marco which houses paintings of Fra Angelico.*

Criterion (ii): *Since the Quattrocento, Florence has exerted a predominant influence on the development of architecture and the monumental arts – first in Italy, and throughout Europe: the artistic principles of the Renaissance were defined there from the beginning of the 15th century by Brunelleschi, Donatello and Masaccio. It was in the Florentine milieu that two universal geniuses of the arts – Leonardo da Vinci and Michelangelo – were formed and asserted.*

Criterion (iii): *The Historic Centre of Florence attests in an exceptional manner, and by its unique coherence, to its power as a merchant-city of the Middle Ages and of the Renaissance. From its past, Florence had preserved entire streets, fortified palaces (Palazzo Spini, Palazzo del Podestà, Palazzo della Signoria), lodges (Loggia del Bigallo, Loggia dei Lanzi, Loggia degli Innocenti and del Mercato Nuovo), fountains, a marvellous 14th-century bridge lined with shops, the Ponte*

Vecchio. Various trades, organized into prosperous arts have left several monuments such as the Or San Michele.

Criterion (iv): Florence, a first-rate economic and political power in Europe from the 14th to the 17th century, was covered during that period with prestigious buildings which translated the munificence of the bankers and the princes: Palazzo Rucellai, Palazzo Strozzi, Palazzo Gondi, Palazzo Riccardi-Medici, Palazzo Pandolfini, Palazzo Pitti and the Boboli Gardens – as well as the sacristy of San Lorenzo, the funerary chapel of the Medicis, and the Biblioteca Laurenziana and others.

Criterion (vi): Florence is materially associated with events of universal importance. It was in the milieu of the Neo-Platonic Academia that the concept of the Renaissance was forged. Florence is the birthplace of modern humanism inspired by Landino, Marsilio Ficino, Pico della Mirandola and others.

Integrity

The Historic Centre of Florence comprises all the elements necessary to express its Outstanding Universal Value. Surrounded by Arnolfian walls that date to the 14th century, the city includes the 'quadrilatero romano,' which is made up of the present Piazza della Repubblica, the narrow, cobblestone streets of the medieval city, and the Renaissance city.

The urban environment of the historic centre remains almost untouched and the surrounding hills provide a perfect harmonious backdrop. This landscape maintains its Tuscan features, adding to its value.

Many of the threats to the historic centre relate to the impact of mass tourism, such as urban traffic air pollution, and of the decreasing number of residents. Natural disasters, specifically the risk of floods, have been identified as a threat to the cultural heritage and landscape. The 2006 Management Plan addresses this concern by defining emergency measures to be taken in the case of flooding.

Authenticity

The setting of Florence, surrounded by the Tuscan hills and bisected by the Arno River, has remained unchanged throughout the centuries. Florentines, aware of their own architectural past, have been able to preserve original building techniques with traditional building materials such as 'pietra forte', 'pietra serena', plasterwork, and frescoes. The Historic Centre of Florence has safeguarded its distinguishing characteristics, both in terms of building volume and decorations. The city has respected its medieval roots such as its urban form with narrow alleyways, and its Renaissance identity, exemplified by Palazzo Pitti's imposing structure. These values are still appreciable within the historic centre, notwithstanding the 19th-century transformations undertaken during the period in which Florence served as the capital of Italy.

Unique Florentine handicraft and traditional shops in the historic centre are a concrete testimonial to the local past. Thus, they guarantee continuity for an outstanding tradition perpetuating the historical image of the city.

Protection and management requirements

The components of the property within its 505 ha boundary are under various private, religious, and public ownership and subject to a number of measures for their protection. National provisions provide for the protection and preservation of cultural heritage (D.lgs 42/2004), which regulates on behalf of the 'Ministero dei Beni e delle Attività Culturali e del Turismo' all actions that may affect the cultural heritage of the site.

Since 2006, the Historic Centre of Florence has a Management Plan in place naming the Municipality of Florence as the party responsible for the World Heritage property.

Moreover, within the city's Master Plan, Florence has put in place a tool for urban planning which identifies the historic centre as a place of cultural and environmental concern. In this area, only conservation and restoration practices are put into action. In particular the Structural Plan outlines the strategies and innovations identified for the city's future: it foresees an improvement to living conditions for residents, improvements to tourism, and initiatives to increase awareness of the historic centre as a World Heritage property. Associated with this initiative is a building policy which controls activities in the historic centre.

The Municipality, as the party responsible for the site, has created an ad hoc office responsible for the Management Plan and to carry out tasks for the site's conservation and development. The office identifies and develops the guidelines with other managing parties, plans the shared actions, and supervises the progress of the projects.

The Management Plan works to safeguard and conserve the urban structure and to maintain and increase the relationship between the traditional social-economic practices and the cultural heritage of the city.

6.2. Terms of Reference of ICOMOS Advisory Mission, May 2017

The State Party of Italy has invited an ICOMOS advisory mission to assess infrastructure projects proposed for development within the World Heritage property and its buffer zone.

The infrastructure projects are:

- the tramway lines n. 2 and 3;
- the construction of the tunnels for the High Speed Train connecting Naples to Milan and new railway station;
- the enlargement of the Florence airport;

Discuss with the State Party the issues related to infrastructure indicated below

- the underground tramway;
- parking areas;

as well as any other infrastructure that planning provisions envisage or allow vis à vis their potential impacts on the OUV and the attributes of the property.

The advisory mission expert shall:

- Assess the overall state of conservation of the property;
- Review the plans for the infrastructure projects, as well as other planned or foreseen projects, assess their potential impact on the Outstanding Universal Value of the property and suggest any mitigation measures which may remove or reduce potential impacts;
- Advise on the process of preparing Heritage Impact Assessments;
- Examine the impact of change of ownership and use of public or semi-public monumental complexes on the integrity and authenticity of the attributes conveying the OUV of the property;
- Assess to what extent commodification of Florence historic heritage has taken place and what is the impact on the OUV and related attributes of the World Heritage property;
- Assess the adequacy of the planning provisions, regulations and strategies in dealing with the issues indicated above, and also in relation to the waste management issues mentioned in the 2016 ICOMOS technical review of the property;
- Assess the congruence of overall management and protection arrangements for the property with the objective of the protection and sustenance of the Outstanding Universal Value of the property and its attributes, having particular regard to the Management Plan for the property and other relevant planning tools, (e.g., the masterplan, other plans and bylaws or regulations).

In order to achieve these objectives, the advisory mission expert shall review all necessary technical documents, undertake site visits and participate in technical on-site meetings with Italian authorities and project architects and engineers in order to gain insights into the context and justification for the proposed projects. The mission expert may also meet with other stakeholders, including members of civil society in order to understand community concerns about proposed projects.

In preparation for the advisory mission, the State Party shall provide ICOMOS, in advance of the mission, with all necessary background technical material on the infrastructure projects.

On the basis of site visits and meetings with representative of the State Party, the advisory mission shall prepare for the State Party a report including analysis of the abovementioned points and recommendations. ICOMOS shall deliver this report six weeks after the conclusion of the advisory mission.

6.3. Composition of the Mission Team

World Heritage Centre:

Ms Isabelle ANATOLE-GABRIEL

Chief of Unit

Europe and North America Unit

World Heritage Centre, Sector for Culture

7, place de Fontenoy

F-75352 Paris 07 SP

Tel.: +33 (0) 1 45 68 43 53

<http://www.unesco.org/>

ICOMOS:

Mr Paul DRURY

Drury McPherson Partnership

23 Spencer Road

Twickenham

TW2 5TZ

United Kingdom

6.4. Itinerary and Programme

Day 1 - Monday - May 22nd, 2017

09.00 **Meeting at the Hotel Kraft**

09.30 – 10.00 **Meeting with Mayor Dario Nardella**
(Sala di Clemente VII, Palazzo Vecchio)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Dario Nardella
Giacomo Parenti
Manuele Braghero
Massimo Achilli
Carlo Francini
Chiara Bocchio

10.15 – 13.00 **Introduction to the Advisory Mission experts and staff by Carlo Francini**

Presentation of the Advisory Mission's 4 days programme by Adele Cesi
Presentation of the following themes and related documentation:

- **Tramway lines n.2 and 3;**
- **parking areas.**

(Visitor Centre - Station Square 4A)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Giuseppe Giorgianni
Lia Pescatori
Lucia Ezia Veronesi
Fulvia Zeuli
Giorgio Caselli - presentation
Stefano Damonti
Donato Di Cecilia - presentation
Carlo Francini
Filippo Martinelli - presentation
Giacomo Parenti
Vincenzo Tartaglia - presentation
Lorenzo Vallerini - presentation
Chiara Bocchio
Claire Borre
Mélanie Fiol

14.00 – 17.00 **Visit to:**

- **Tramway lines (Santa Maria Novella Station – Valfonda – Fortezza da Basso – Underpass – Statuto – San Marco);**
- **places related to parking areas concerns (Piazza Brunelleschi and Piazza Carmine).**

Isabelle Anatole-Gabriel

Paul Drury

Adele Cesi

Fulvia Zeuli

Giorgio Caselli

Stefano Damonti

Donato Di Cecilia

Carlo Francini

Michele Priore

Vincenzo Tartaglia

Chiara Bocchio

17.00 – 18.30 **Briefing**

(Visitor Centre - Station Square 4A)

Isabelle Anatole-Gabriel

Paul Drury

Adele Cesi

Carlo Francini

Chiara Bocchio

Mélanie Fiol

Day 2 - Tuesday - May 23rd, 2017

09.30 – 11.30 **Presentation of the following themes and related documentation:**

- **Management Plan;**
- **Municipality plans and regulations;**
- **commodification of heritage;**
- **waste management.**

(Visitor Centre - Station Square 4A)

Isabelle Anatole-Gabriel

Paul Drury

Adele Cesi

Marinella Del Buono

Andrea Pessina

Stefania Fanfani

Lucia De Siervo

Carlo Francini

Marta Fallani

Chiara Michelacci
Francesca Santoro
Chiara Bocchio
Angelo Fazio
Claire Borre
Mélanie Fiol

11.30 – 13.00 Meeting with associations/civil society/NGOs
(Visitor Centre - Station Square 4A)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Marinella Del Buono
Andrea Pessina
Carlo Francini
Chiara Bocchio
Claire Borre
Mélanie Fiol
Marta Baiardi
Paolo Baldeschi
Roberto Budini Gattai
Tiziano Cardosi
Ottaviano de' Medici
Vittorio Gasparrini
Liliana Grueff
Franca Lauria
Giuliano Leoni
Caroline Lockhart
Paola Pachi
Andrea Ziffer

14.00 – 16.00 Presentation of the following theme and related documentation:
● **tunnel High Speed Train.**
(Visitor Centre - Station Square 4A)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Hosea Scelza
Carlo Francini
Stefano Damonti
Giacomo Parenti
Paolo Morozzi
Vicenzo Tartaglia
Chiara Bocchio
Mélanie Fiol

16.00 – 17.00 **Briefing**
(Visitor Centre - Station Square 4A)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Carlo Francini
Chiara Bocchio
Mélanie Fiol

17.00 – 18.00 **Visit**
(Santa Maria Novella Complex)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Giorgio Caselli
Silvia Penna
Carlo Francini
Stefano Damonti

Day 3 - Wednesday - May 24th, 2017

10.00 – 13.30 **Presentation of the following themes and related documentation:**

- **airport;**
- **change of ownership of public or semi-public complexes;**
- **change of use of building for tourism purposes.**

(Florence airport)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Hosea Scelza
Lucia Bartoli
Stefano Cerchiarini
Stefano Damonti
Lucia De Siervo
Carlo Francini
Carlotta Viviani
Chiara Bocchio
Federico Barraco
Vincenzo Capalbo
Veronica D'Arienzo
Vittorio Fanti
Lorenzo Tenerani

14.30 – 18.00 **Visit to the Greenway**
(Forte Belvedere – Boboli – Villa Bardini)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Mariachiara Pozzana
Carlo Francini
Chiara Bocchio

Day 4 - Thursday - May 25th, 2017

09.30-13.00 **Briefing on the Preparation Heritage Impact Assessment**
(Visitor Centre - Station Square 4A)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Andrea Pessina
Carlo Francini
Stefano Damonti
Giovanni Liberatore
Daniela Chiesi
Chiara Bocchio
Claire Borre
Mélanie Fiol

14.00 – 15.45 **Visit to public monumental complex proposed for transformation**
(San Firenze and San Martino)

Isabelle Anatole-Gabriel
Paul Drury
Adele Cesi
Giovanni Bettarini
Emanuele Crocetti
Gabriella Farsi
Stefania Fanfani
Carlo Francini
Stefano Damonti
Chiara Bocchio
Mélanie Fiol
Fondazione Zeffirelli

16.00 – 17.00 **Mayor Greetings**

(Palazzo Vecchio)

Isabelle Anatole-Gabriel

Paul Drury

Adele Cesi

Massimo Achilli

Stefano Damonti

Carlo Francini

Dario Nardella

Chiara Bocchio

17.00 – 18.30

Conclusion

(Visitor Centre - Station Square 4A)

Isabelle Anatole-Gabriel

Paul Drury

Adele Cesi

Andrea Pessina

Lucia Ezia Veronesi

Carlo Francini

Stefano Damonti

Chiara Bocchio

Carolina Capitano

Mélanie Fiol

6.5. Participants

UNESCO and ICOMOS International

Isabelle Anatole-Gabriel – Chief of the Europe and North America Unit at the World Heritage Centre

Paul Drury – ICOMOS expert

Ministry of Cultural Heritage and Activities and Tourism

Adele Cesi – World Heritage Focal Point, Ministry of Cultural Heritage and Activities and Tourism

Marinella Del Buono – Tuscan Regional Secretariat of the Ministry of Cultural Heritage and Activities and Tourism

Giuseppe Giorgianni – Tuscan Regional Secretariat of the Ministry of Cultural Heritage and Activities and Tourism

Lia Pescatori – Superintendency Archeology, Fine Arts and Landscape, Ministry of Cultural Heritage and Activities and Tourism

Andrea Pessina – Superintendent, Superintendency Archeology, Fine Arts and Landscape, Ministry of Cultural Heritage and Activities and Tourism

Hosea Scelza – Superintendency Archeology, Fine Arts and Landscape, Ministry of Cultural Heritage and Activities and Tourism

Lucia Ezia Veronesi – Tuscan Regional Secretariat of the Ministry of Cultural Heritage and Activities and Tourism

Fulvia Zeuli – Superintendency Archeology, Fine Arts and Landscape, Ministry of Cultural Heritage and Activities and Tourism

Municipality of Florence

Massimo Achilli – Vice Chief of Cabinet of the Mayor of Florence

Lucia Bartoli – Director of Real Estate Department

Giovanni Bettarini – Councilor Urban Planning, Territory Policies, Metropolitan City, Decentralization and Smart City

Manuele Braghero – Chief of Cabinet of the Mayor of Florence

Giorgio Caselli – Head of the Heritage Service, Technical Services Department

Stefano Cerchiarini – Real Estate Department

Silvia Colucci – Curator Santa Maria Novella Complex
Stefano Damonti – Cooperation and International Relations Office

Emanuele Crocetti – Private Building Office

Lucia De Siervo – Director of the Economic Activities and Tourism Department

Donato Di Cecilia -New Infrastructures and Transport Department

Marta Fallani – Head of the Economic, Tourism Promotion and Development Strategies Service, Economic Activities and Tourism Department

Stefania Fanfani – Director of Urban Planning Department

Gabriella Farsi – Director of Culture and Sport Department

Carlo Francini – Manager of the UNESCO Office, Culture and Sport Department, site manager of the Historic Centre of Florence

Dario Nardella – Mayor of Florence

Filippo Martinelli – Tramway Manager, New Infrastructures and Transport Department Engineer

Giacomo Parenti – Director General

Chiara Michelacci – Urban Planning Department

Silvia Penna – Head of Municipal Museums and Cultural Activities Service, Culture and Sport Department

Michele Priore – Tramway Manager, New Infrastructures and Transport Department Engineer

Francesca Santoro – Director Mayor Office

Vincenzo Tartaglia – Director of the New Infrastructures and Transport Department

Lorenzo Vallerini – Landscape Architect

Carlotta Viviani – Economic, Tourism Promotion and Development Strategies Service, Economic Activities and Tourism Department

University of Florence

Chiara Bocchio – Heritage City Lab, University of Florence and UNESCO Office of the Municipality of Florence

Carolina Capitanio – Contract Professor of the Department of Architecture DIDA, University of Florence

Daniela Chiesi – Contract Professor, University of Florence

Giovanni Liberatore – Professor of the Department of Economics and Management, University of Florence

Rete Ferroviaria Italiana (RFI)

Paolo Morozzi – Rete Ferroviaria Italiana (RFI)

Florence Airport

Federico Barraco – PR manager, Florence Airport

Vincenzo Capalbo – Airside Infrastructure Manager, Florence Airport

Veronica D'Arienzo – Infrastructure Development Manager, Florence Airport

Vittorio Fanti – Executive Board Member, Florence Airport

Lorenzo Tenerani – Environmental and Development Manager

Associations/civil society/NGOs

Marta Baiardi – Ordine Civico Mediceo

Paolo Baldeschi – No Tunnel TAV

Roberto Budini Gattai – Laboratorio per un'altracittà

Tiziano Cardosi – No Tunnel TAV

Ottaviano de' Medici – President, Ordine Civico Mediceo

Vittorio Gasparrini – President, Centre for UNESCO of Florence ONLUS

Liliana Grueff – Comitato di Piazza Brunelleschi

Franca Lauria – Fondo Ambientale Italiano (FAI)

Giuliano Leoni – Ma noi quando si dorme?

Caroline Lockhart – Translator, Comitato di Piazza Brunelleschi

Paola Pachi – Comitato di Piazza Brunelleschi

Andrea Ziffer – Volunteer, Angeli del Bello Foundation

Others

Claire Borre – Intern UNESCO Office of the Municipality of Florence

Angelo Fazio – Alia SpA

Mélanie Fiol – Intern Centre for UNESCO of Florence

Giacomo Parenti – President of the Environmental Observatory of the Florence High Speed Junction

Mariachiara Pozzana – Landscape Architect, Greenway

Fondazione Zeffirelli

6.6. Illustrations



Fig 1 The airport masterplan, showing the proposed runway in relation to the existing runway

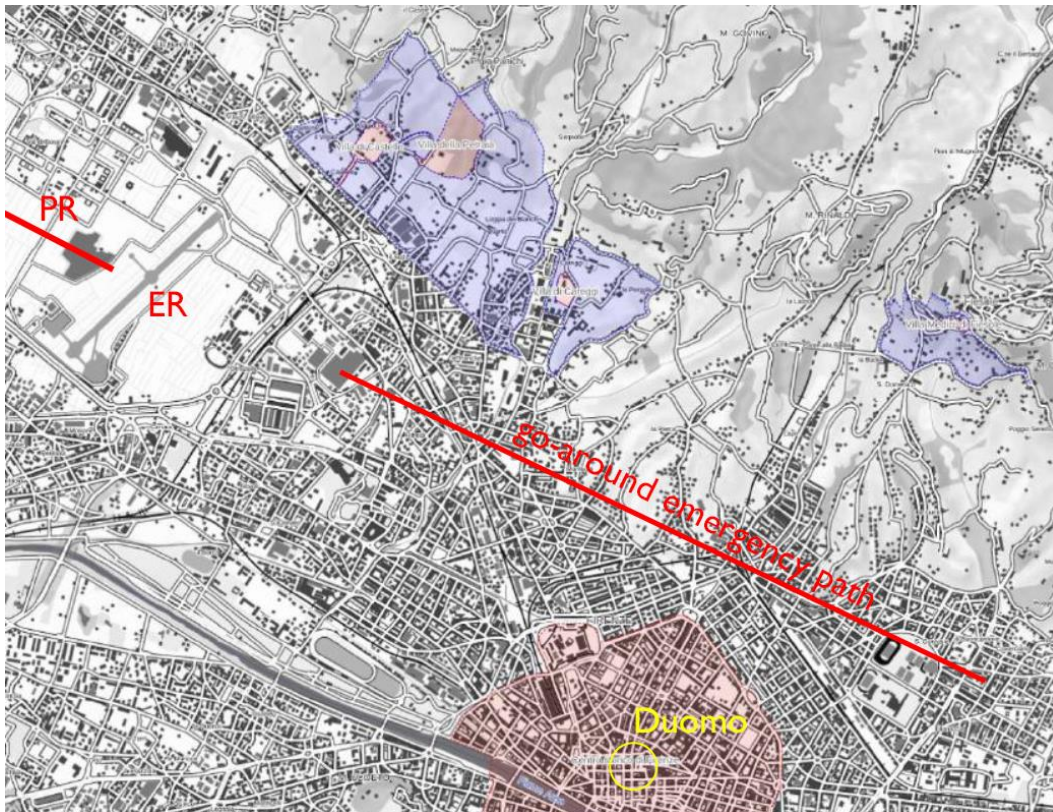


Fig 2 The existing (ER) and proposed (PR) runways and the go-around emergency path in relation to the World Heritage properties of the Medici villas and the historic centre of Florence (red tint) and buffer zones of the villas (blue tint)

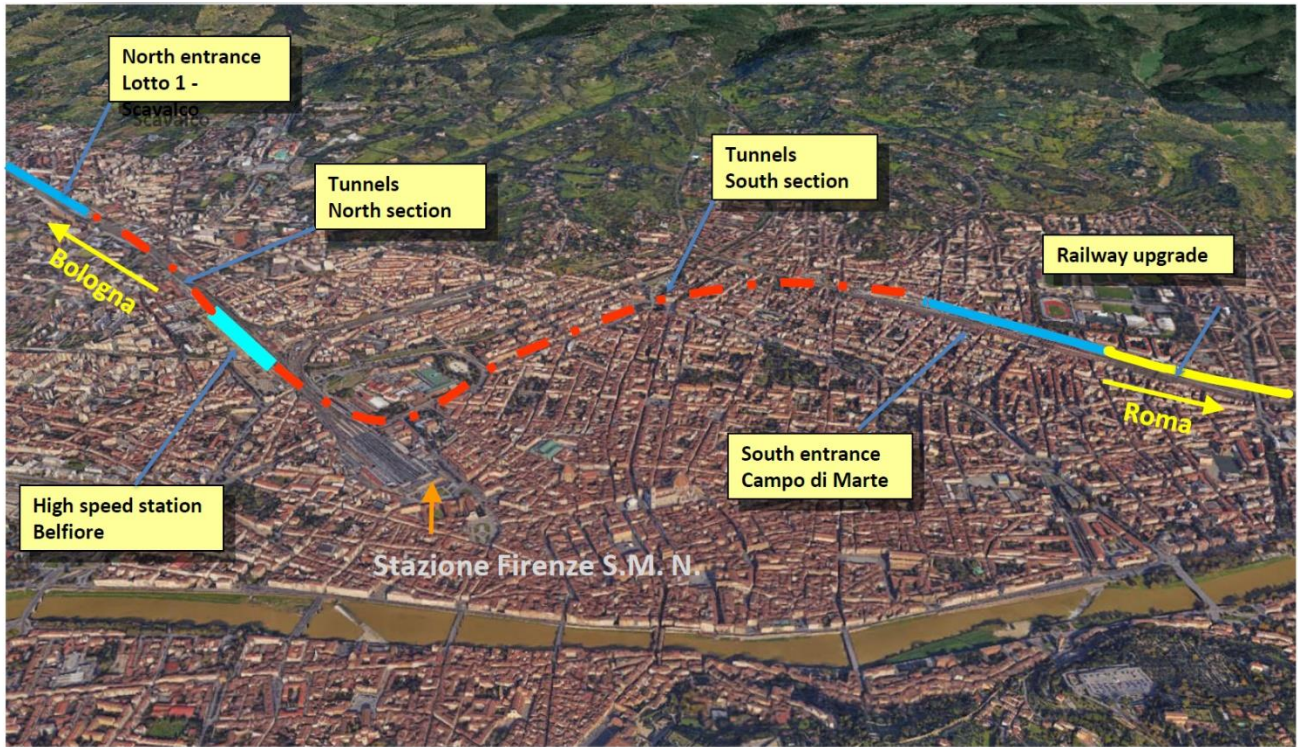


Fig 3 Perspective plan and section of the proposed high-speed rail link

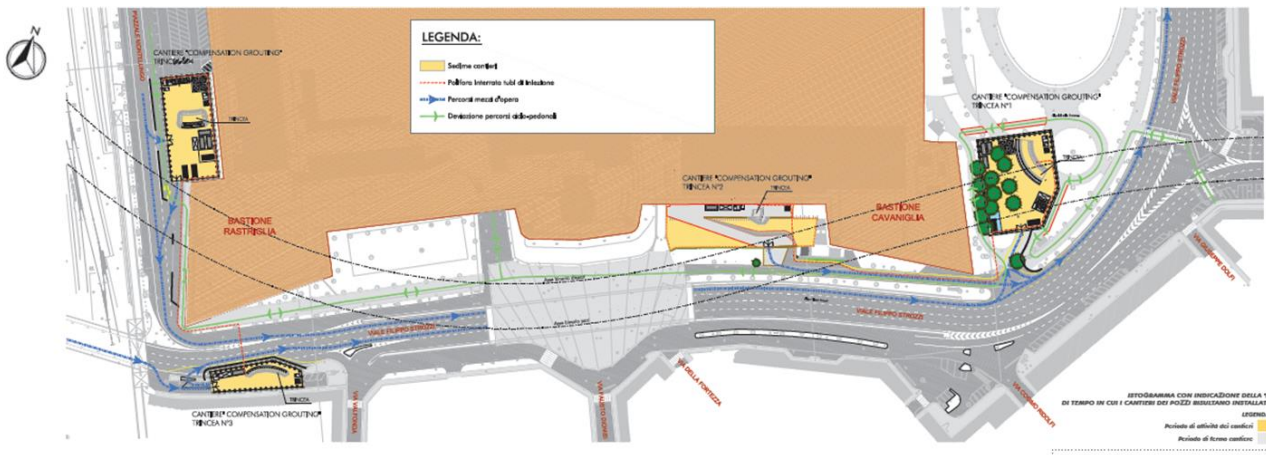


Fig 4 Tunnel centre lines (cutting diameter 9.40m) in relation to Fortezza da Basso and work areas for the compensation grouting (yellow)

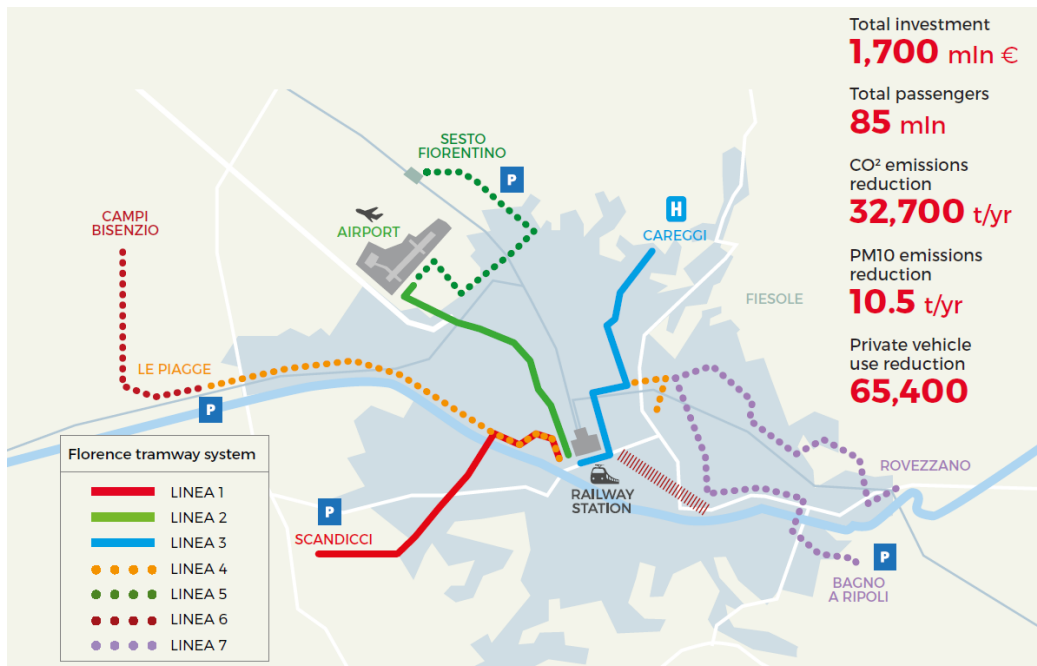


Fig 5 Key diagram of the Florence Tramway system; solid lines, open or in construction; dotted lines, planned; banded line, possible underground link



Fig 6 The tram lines converging on Santa Maria Novella Station (A) and in relation to the Fortessa da Basso (B); line colours as Fig 5

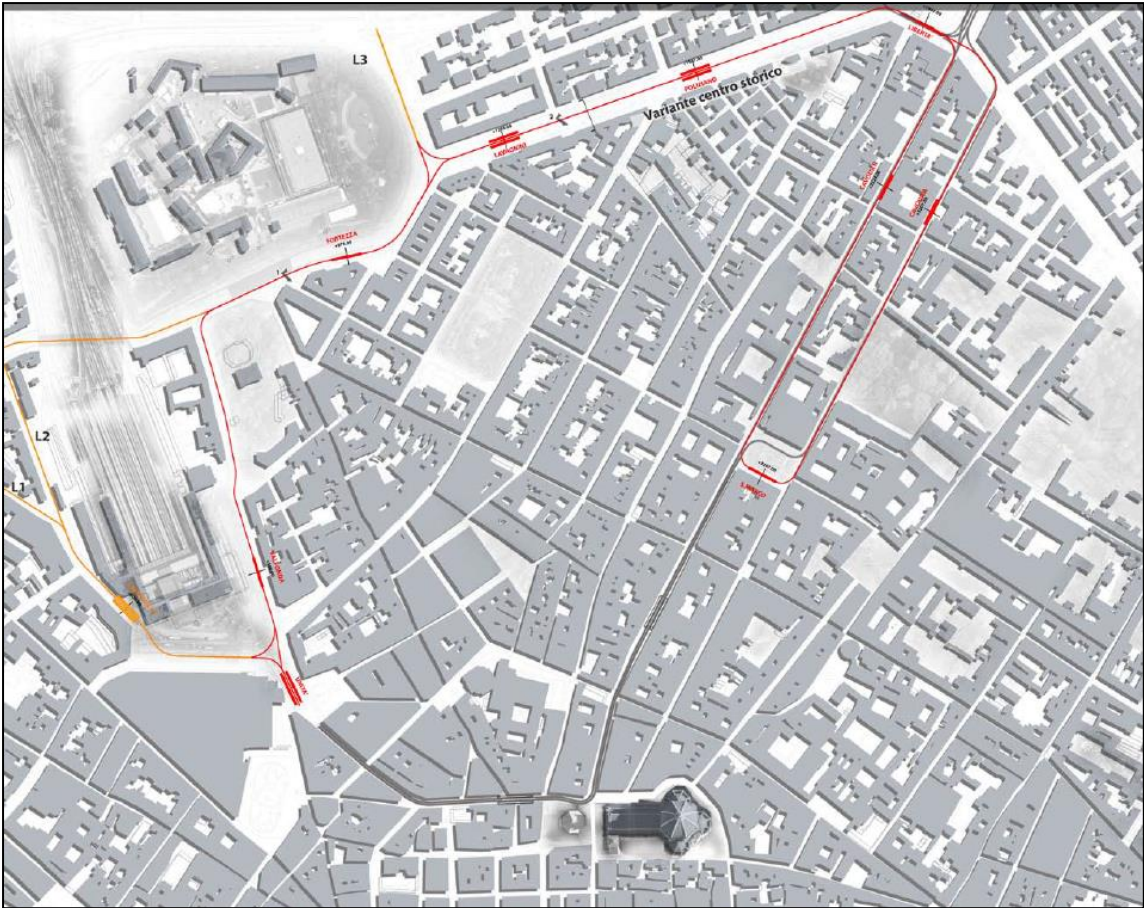


Fig 7 Tramway lines 3 and 4 (red) showing loop into Piazza San Marco, superseding the link shown in grey



Fig 8 A tram on line 1; Railway station to the left, church of Santa Maria Novella in the background

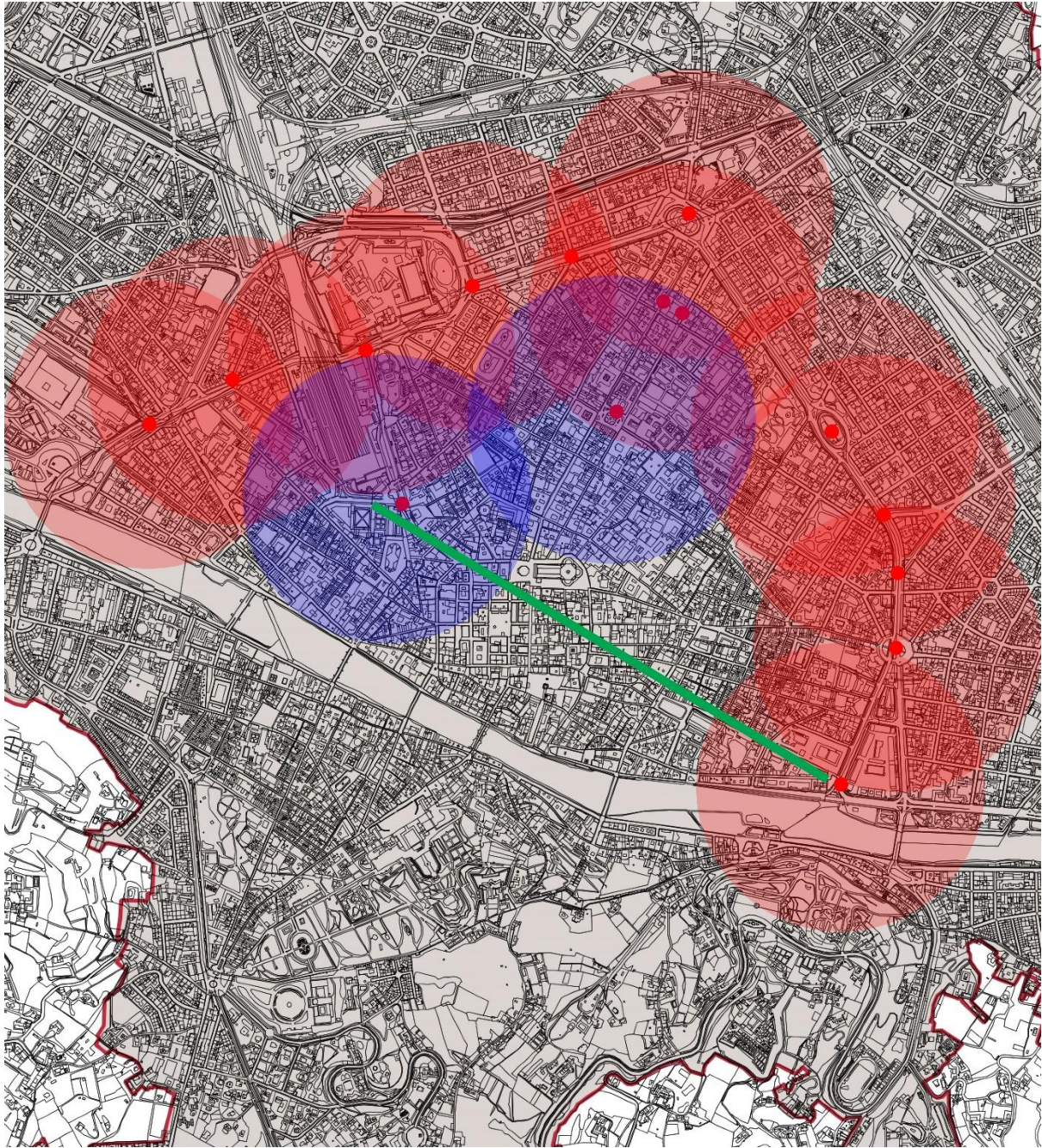


Fig 9 The Historic Centre of Florence, with circles of 500m radius drawn around existing and proposed tram stops on the avenues defining the historic centre north of the River Arno (red), and within the city, near Santa Maria Novella station and in the piazza San Marco (blue). The green line shows (diagrammatically) the possible role of an underground link



Fig 10 Photomontage of tram approaching proposed stop in the Via Cavour



Fig 11: Photomontage of tram stop outside the Arco dei Lorena



Fig 12 Tramway construction work with the gable of Santa Maria Novella in the background



Fig 13 The Nuova Piazza del Carmine from the gable of the Carmelite Church, after removal of most parking; trees will be planted on the far side



Fig 14 Traditional paving of the Nuova Piazza del Carmine awaiting repair

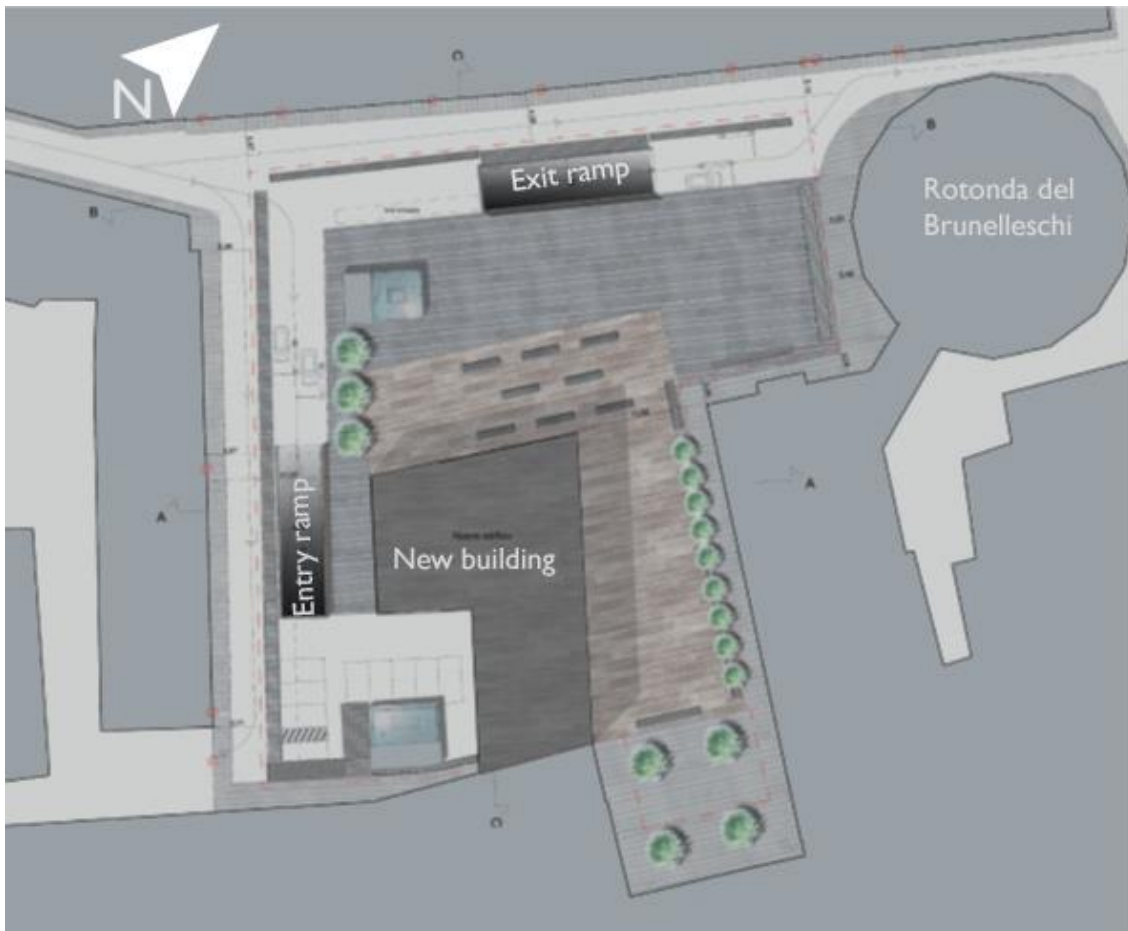


Fig 15 Proposal for the Piazza Brunelleschi, showing entry and exit ramps to proposed underground car park, bordered by ventilation grilles (dark grey), new building (replacing redundant laboratory) and modern paving concept



Fig 16 Piazza Brunelleschi looking south-west showing traditional paving; the car facing the camera approximates to the position of the exit ramp. The building to be replaced is on the left



Fig 17 The route to the proposed Piazza Brunelleschi car park from the ring road

SCHEMA COSTRUTTIVO CONTENITORI INTERRATI

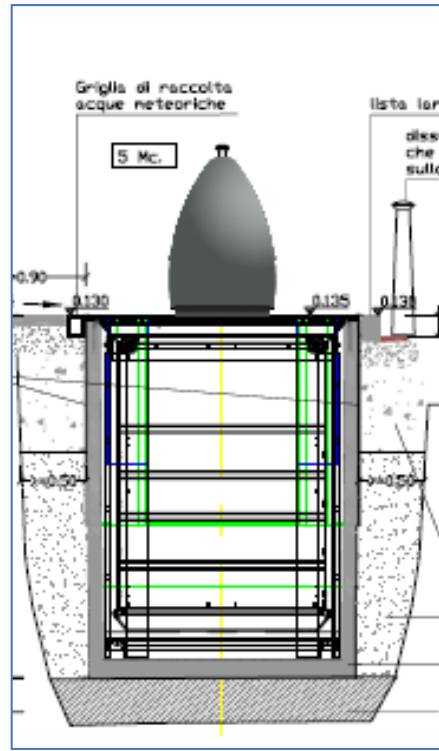
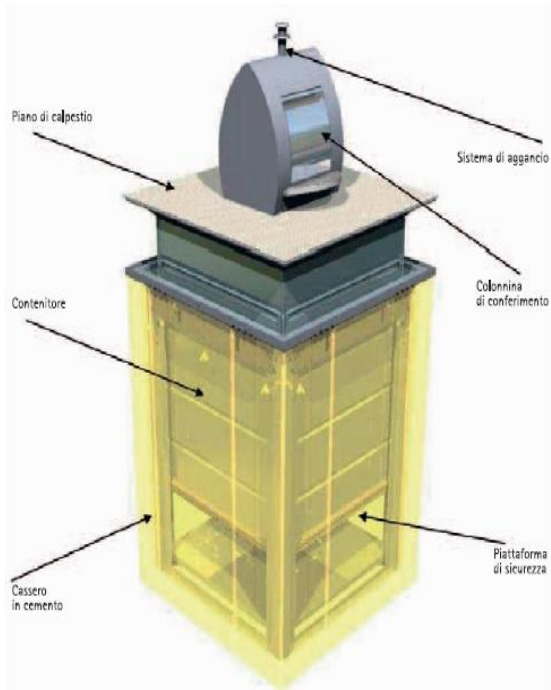


Fig 18 Diagram of 5 cubic metre waste container and section of container in situ



Fig 19 Some underground stations built in the historic centre of Florence



*Fig 20 Piazza San Martino, a former convent, now city offices, with the church of **Badia Fiorentina** in the background*



Fig 21 The San Firenze Monumental Complex from the Piazza looking east; the stalls in the foreground are to be removed



Fig 22 One of the top floor front rooms in the San Firenze complex, showing signs of past water ingress behind the parapet of the central block, prior to re-covering the roof



Fig 23 The former Santa Theresa detention complex, becoming part of the University of Florence School of Architecture



Fig 24 Part of the Murate complex (Arch: Renzo Piano Building Workshop, 1999)

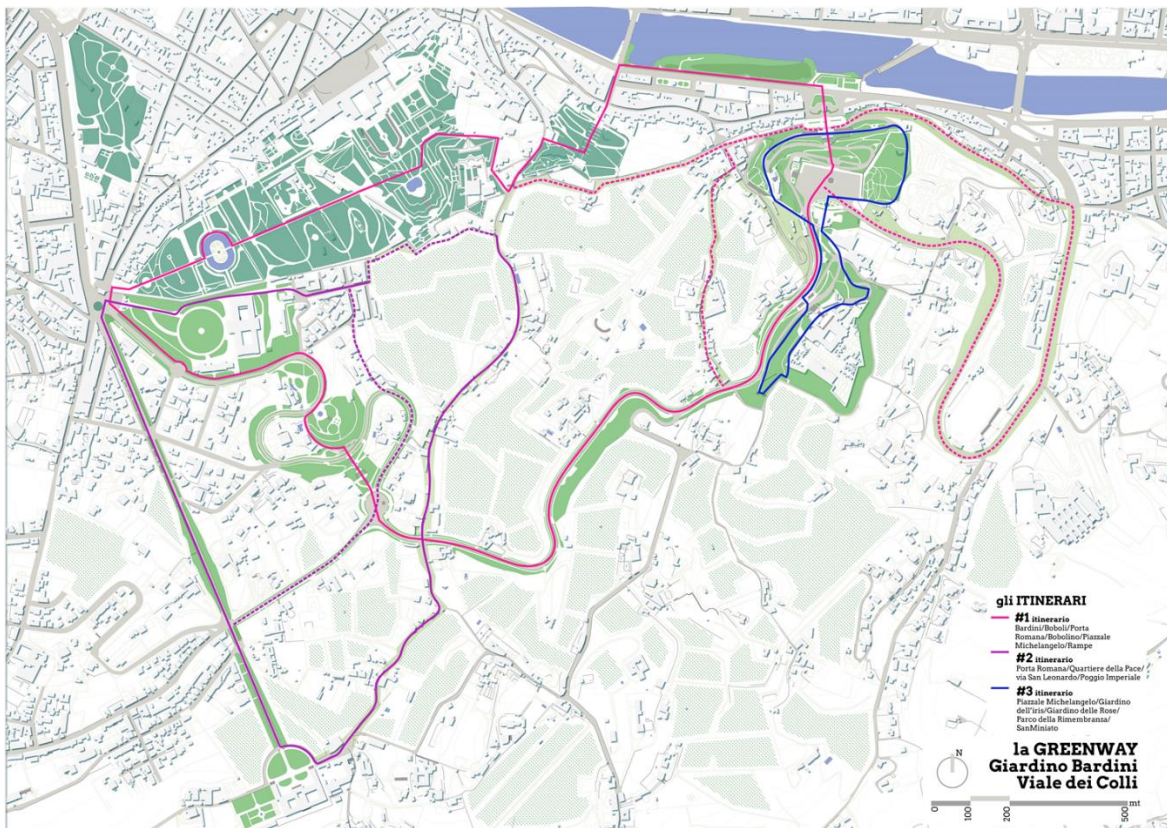


Fig 25 The Florence Greenway showing variant routes. The Torrighiani, Boboli and Bardini gardens are shown in dark green (left to right) with the River Arno at the top of the map.



Fig 26 Locations of car parks foreseen under Art 41 of the 2015 Town Planning Regulations (marked in red), in relation to the World Heritage property boundary (blue), provided by the Municipality, with the proposed Piazza Brunelleschi added in dark green