

# ICOMOS

## 2018

### Evaluations of Nominations of Cultural and Mixed Properties

**ICOMOS report for the World Heritage Committee**  
42nd ordinary session, Manama, 24 June - 4 July 2018

WHC-18/42.COM/INF.8B1





**UNESCO**

World Heritage Convention  
World Heritage Committee

**2018**

## **Evaluations of Nominations of Cultural and Mixed Properties**

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42nd ordinary session, Manama, 24 June - 4 July 2018

**Secrétariat ICOMOS International**

11, rue du Séminaire de Conflans

94220 Charenton-le-Pont

France

Tel: 33 (0)1 41 94 17 59

Fax: 33 (0)1 48 93 19 16

# World Heritage List Nominations 2018

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## **World Heritage List Nominations received by 1<sup>st</sup> February 2018**

See Addendum WHC/18/42.COM/INF.8B1.Add, which include minor modifications to boundaries and creations of buffer zones.

### **V Mixed properties**

#### **A Latin America – Caribbean**

**Nomination referred back by previous sessions of the World Heritage Committee**

Mexico [N/C 1534rev]

Tehuacán-Cuicatlán Valley: originary habitat of Mesoamerica

### **VI Cultural properties**

#### **A Africa**

**Nomination referred back by previous sessions of the World Heritage Committee**

Kenya [C 1450rev]

Thimlich Ohinga Archaeological Site

#### **B Arab States**

**Nomination referred back by previous sessions of the World Heritage Committee**

United Arab Emirates [C 1458rev]

Khor Dubai, a Traditional Merchants' Harbour

#### **C Europe – North America**

**Nomination referred back by previous sessions of the World Heritage Committee**

Germany [C 1470rev]

Naumburg Cathedral





# I Introduction

## ICOMOS Analysis of nominations

In 2018, ICOMOS was called on to evaluate 35 nominations.

They consisted of:

23 new nominations  
5 referred nominations  
7 minor modifications/creations of buffer zone

The *geographical spread* is as follows:

### **Africa**

Total: 1 nomination, 1 country  
1 referred  
(1 cultural property)

### **Arab States**

Total: 3 nominations, 3 countries  
2 new nominations  
1 referred  
(3 cultural properties)

### **Asia-Pacific**

Total: 6 nominations, 6 countries  
6 new nominations  
(6 cultural properties)

### **Europe and North America**

Total: 23 nominations, 15 countries  
14 new nominations  
2 referred  
7 minor modifications/creations of buffer zone  
(21 cultural properties, 1 mixed property)

### **Latin America and the Caribbean**

Total: 2 nominations, 2 countries  
1 new nomination  
1 referred  
(1 cultural property, 1 mixed property)

ICOMOS regrets the underrepresentation of certain Regions in the submission of nominations and in particular Africa and Latin America and the Caribbean.

## **General remarks**

### **1. Quality and complexity of nomination dossiers**

Generally speaking, ICOMOS notes that nominations are increasingly complex, sometimes to the detriment of the dossiers' clarity and coherence.

Certain nominations would benefit if more time were taken in preparing the nomination, for example to complete the legal protection process, finalise a management plan or undertake additional research.

ICOMOS wishes to point out that the Resource Manual *Preparing World Heritage Nominations*, of which an electronic version is available on its website and on the World Heritage Centre website, is at the disposition of States Parties to help them prepare nomination dossiers. Thanks to the World Heritage Capacity-Building programme, the manual is available in several languages (Arabic, English, French, Portuguese and Spanish).

When evaluating the comparative analysis included in nomination dossiers, ICOMOS examines the methodology used by the State Party and the relevance of the examples given by using the following parameters. Comparisons should be drawn with properties expressing the same values as the nominated property and within a defined geo-cultural area. Therefore the values need to be clearly defined and the geo-cultural framework should be determined according to these values. Comparisons should be drawn with similar properties already inscribed on the World Heritage List and with other examples at national and international level within the defined geo-cultural area.

On the basis of the above, ICOMOS indicates whether or not the comparative analysis is complete and whether or not the analysis justifies consideration of the property for the World Heritage List.

If the nomination is considered incomplete or insufficient according to the parameters indicated above, ICOMOS requests additional information from the State Party, checks relevant ICOMOS thematic studies, and the wealth of information available about properties already evaluated and/or inscribed on the World Heritage List, and on the Tentative Lists, and consults the ICOMOS network of experts to improve its understanding of the nomination.

ICOMOS wishes to point out that its role is to evaluate the properties on the basis of the information provided in the nominations (i.e. the dossiers), and on the basis of on-the-spot assessment and additional studies. Similarly, it evaluates the protection, conservation and management of the property **at the time of the**

**nomination** and not at some unspecified time in the future after the adoption of the laws and management plans. It is the duty of ICOMOS to indicate to the World Heritage Committee whether or not adequate protection and management are in place prior to inscription.

## 2. ICOMOS evaluations

The objective of ICOMOS is the conservation and long-term protection and presentation of the cultural heritage, whether or not it is of Outstanding Universal Value. In formulating its recommendations, ICOMOS therefore aims to be as helpful as possible to States Parties, whatever the final recommendation proposed.

ICOMOS is well aware that it cannot please everyone. Despite being under considerable pressure, not only from States Parties, it must remain objective, rigorous and scientific, and its first duty remains the conservation of properties.

The answers provided by States Parties have in many cases confirmed, or contributed, to the adoption of the final recommendations made by ICOMOS.

## 3. "Referred back" nominations – "Deferred" nominations

ICOMOS wishes to once again express its concerns about the difficulties raised when a "deferred" recommendation is changed into a "referred back" recommendation, which does not allow the Advisory Bodies to carry out an appropriate evaluation of nominations which are in many cases entirely new.

In its recommendations, ICOMOS clearly distinguishes between nominations which are recommended to be *referred back* and those which are *deferred*. For referred back nominations, criteria have been justified and conditions of integrity and authenticity have been met to the satisfaction of ICOMOS; supplementary information must be supplied to satisfy other requirements of *Operational Guidelines*, but no further technical evaluation mission will be required. For deferred nominations, the very nature of the information requested (a more thorough study, major reconsideration of boundaries, a request for a substantial revision, or serious gaps as regards management and conservation issues) means that a new mission and consideration by the full ICOMOS World Heritage Panel are necessary to evaluate the nomination again, and to ensure that it has the consideration needed to advance the nomination further.

## 4. "Minor" modifications to boundaries

These requests originate either from monitoring, the retrospective inventory or periodic reporting.

ICOMOS notes that all modifications to the boundaries of a property and its buffer zone are proposed as "minor" modifications, even when they constitute in fact substantial modifications to the property, or even in some cases an extension of the property. According to the *Operational Guidelines*, proposals for major modifications, whether extensions or reductions, constitute a new nomination (paragraph 165). ICOMOS recommends to the World Heritage Committee that this provision should be consistently and rigorously applied.

ICOMOS suggests moreover that an extension of the calendar for the evaluation of such requests should be considered, to bring it into line with the calendar in force for new nominations, which would open up the possibility of dialogue and exchange of information with the States Parties.

## 5. Serial nominations and extensions

ICOMOS recalls that the *Operational Guidelines* of November 2011 (paragraph 137) validated a change in the approach to serial properties. Serial nominations should not consist merely of a catalogue of sites, but should instead concern a collection or ensemble of sites with specific cultural, social or functional links over time, in which each site contributes substantially to the Outstanding Universal Value of the serial property as a whole.

ICOMOS wishes to encourage States Parties to give consideration to the implications of this change when preparing serial nominations.

This year, ICOMOS has examined 11 serial nominations, including 230 monuments, ensembles and sites. These nominations require a more substantial investment in terms of human and financial resources at all levels of evaluation of the properties. Because the number of serial nominations is growing, this needs to be taken into account in the budgets and contracts. Furthermore, ICOMOS notes that there are also calendar pressures arising from the task of evaluating these large and complex serial nominations and repeats its suggestion, supported by the Jade Tabet<sup>1</sup> review, that the World Heritage Committee give consideration to an extended timeframe for these kinds of nominations.

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<sup>1</sup>Tabet J., *Review of ICOMOS' working methods and procedures for the evaluation of cultural and mixed properties nominated for inscription on the UNESCO World Heritage List*, Paris, ICOMOS, 2010.

## **6. Development projects**

ICOMOS points out that its *Guidance on Heritage Impact Assessments for cultural World Heritage properties* can be consulted on its website. This Guidance has been translated into several languages and ICOMOS urges States Parties to make use of it. In addition, a research work has been undertaken in order to better understand Heritage Impact Assessments and ICOMOS encourages States Parties to incorporate a Heritage Impact Assessment approach into the management system of their nominated properties, so as to ensure that any programme, project or legislation regarding the property be assessed in terms of its consequences on the Outstanding Universal Value and its supporting attributes.

## **7. Connecting Practice**

As part of a process of reflection launched about mixed properties, ICOMOS and IUCN have developed a project with financing from the *Christensen Fund* entitled “Connecting Practice”, to explore a truly integrated approach to the natural and cultural heritage in the context of the World Heritage Convention. The outcomes of phase I has been presented at the 39<sup>th</sup> session of the World Heritage Committee (June 2015) and its second phase has been completed in November 2017. The reports are available on ICOMOS website. A third phase on biocultural practices is currently launched. One of the continued priorities of this project is to influence a shift in conceptual and practical arrangements for the consideration of culture and nature within the implementation of the World Heritage Convention, and to engage new actors in promoting positive results for conservation and communities.

## **8. Transnational serial nominations**

ICOMOS wishes to congratulate the States Parties on the efforts made to prepare transnational serial nominations, and sees in the themes and challenges considered a return to the fundamentals of the World Heritage Convention.

The monitoring of the state of conservation of properties of this type is a considerable challenge, which could enable experimentation with specific tools adapted to such properties.

ICOMOS wishes to stress the importance of involving the Advisory Bodies in the upstream processes for the preparation of nominations of this type, and is available for upstream involvement at strategic development level for these vast and complex transnational serial nominations.

## **9. Historic Urban Landscape (HUL)**

ICOMOS noted the increasing use of the notion of Historic Urban Landscape (HUL) in the draft statements of Outstanding Universal Value. While acknowledging the importance of the UNESCO Recommendation on Historic Urban Landscapes as being “an additional tool to integrate policies and practices of conservation of the built environment into the wider goals of urban development in respect of the inherited values and traditions of different cultural contexts”, there is an agreement that the notion of HUL should be seen as a useful methodological approach that can sustain and strengthen management but cannot be understood as a category of heritage and should not be mentioned as such in justifications for inscription of nominated properties.

## **10. Cultural landscapes**

ICOMOS notes some new challenges and trends that are emerging in some nominations that have been submitted in recent years. One example is what is called an ‘evolving landscape’ where the idea of an organically ‘evolved landscape’ has been merged with that of a ‘continuing landscape’. This merging is leading to nominations for properties where it is suggested that more or less everything in the property could continue to evolve over time. While it is clearly desirable that continuing cultural landscapes play an active role in contemporary society, in order for this to happen in a way that sustains OUV, there does need to be a clear understanding of which parts of the evolutionary process may evolve and how, and what aspects should be maintained as a ‘golden thread’ linking what is there now to the way the landscape has evolved over time.

## **11. Sites associated with Memories of Recent Conflicts**

In response to concerns that a number of World Heritage nominations might be submitted in the near future related to sites associated with memories of comparatively recent conflicts, and in the absence of clear parameters for how such sites relate to the World Heritage Convention, ICOMOS has drafted a discussion paper on “Evaluations of World Heritage Nominations related to Sites Associated with Memories of Recent Conflicts”. This offers an ICOMOS perspective on the evaluation of such sites in relation to the World Heritage Convention and past decisions of the World Heritage Committee. It is available on the ICOMOS website.

## 12. Upstream process

ICOMOS has been active in extending its collaboration with States Parties on upstream work, advice work and on the development of Tentative Lists.

ICOMOS has extended the length of the ICOMOS World Heritage Panel meeting in order to examine the missions and projects developed by ICOMOS for the purpose of upstream processes.

Furthermore, ICOMOS wishes to draw attention to paragraph 122 of the *Operational Guidelines* which invites States Parties to “contact the Advisory Bodies and the World Heritage Centre at the earliest opportunity in considering nominations to seek information and guidance”, and in particular the relevance of this paragraph in connection with the preparation of the nomination dossier for mixed properties and serial properties.

ICOMOS is prepared to make its expertise available for the development of the upstream process in preparing and following up nomination dossiers, as far as this is possible with the resources available.

ICOMOS notes as a general observation that a preliminary review of State Party Tentative Lists by the Advisory Bodies, as part of the upstream process, is potentially of great assistance in identifying properties that are more likely to be assessed as having OUV and therefore result in successful nominations. It respectfully suggests to the Committee that States Parties be encouraged to defer proceeding with the preparation of nomination dossiers until after such a preliminary review has been undertaken.

The activities in which ICOMOS has been involved in this respect (advisory missions, meetings, consultations), organised sufficiently in advance, have already had positive outcomes for some nominations.

# ICOMOS procedure

The ICOMOS procedure is described in Annex 6 of the *Operational Guidelines for the Implementation of the World Heritage Convention*. It is regulated by the *Policy for the implementation of the ICOMOS World Heritage mandate* (latest revision in October 2015). This document is available on the ICOMOS website: [www.international.icomos.org](http://www.international.icomos.org).

This policy makes public the existing procedure, and sets out the fair, transparent and credible approach ICOMOS adopts in fulfilling its world heritage remit, and the way it avoids conflicts of interest.

The evaluation of nominations is coordinated by the *World Heritage Evaluation Unit* of the International Secretariat of ICOMOS, in collaboration with the ICOMOS officers responsible for World Heritage and the ICOMOS World Heritage Panel.

The ICOMOS World Heritage Panel, which brings together some thirty persons, is made up of members of the ICOMOS Bureau, of representatives of ICOMOS International Scientific Committees, and of experts who are invited each year depending on the nature of the properties nominated (rock art, 20th century heritage, industrial heritage, etc.) and on the basis of geo-cultural balanced representation. TICCIH and DoCoMoMo are also invited to participate in discussions in which their expertise is relevant. To a large extent, Panel members participate by drawing on their own financial resources. The Panel, whose composition and terms of reference are available on the ICOMOS website, represents the various professional, geographic and cultural sensibilities present at the international level. It prepares the ICOMOS recommendations for each nomination on a collegial basis.

For each nominated property, ICOMOS assesses whether it bears testimony of an Outstanding Universal Value:

- whether it meets the criteria of the *Operational Guidelines*;
- whether it meets the conditions of authenticity and integrity;
- whether legal protection is adequate;
- whether the management processes are satisfactory.

All properties are given equal attention, and ICOMOS also makes every effort to be as objective, scientific and rigorous as possible.

In order to reinforce consistency of the evaluations and recommendations, and to check which additional

information requests should be sent to States Parties, ICOMOS uses a check box tool, which is included in this volume.

## 1. Preparatory work

The preparatory work is done in several stages:

*a. Initial study of dossiers.* This first stage of the work consists of the creation of an inventory of the nomination dossier documents, a study of them to identify the various issues relating to the property and the choice of the various experts who will be called on to study the dossier (ICOMOS advisers, experts for mission, experts for consultations). A compilation of all relevant comparative material (Tentative Lists, properties already on the World Heritage List, nomination dossiers, “filling the gaps” ICOMOS study, etc.) is prepared in order to assist the work of the advisers on the specific item of comparative analysis.

*b. Consultations.* Experts are consulted to express their opinion about the comparative analysis and the *Outstanding Universal Value* of the nominated properties with reference to the ten criteria set out in the *Operational Guidelines for the Implementation of the World Heritage Convention* (July 2017), paragraph 77.

For this purpose, ICOMOS calls on the following:

- ICOMOS International Scientific Committees;
- Individual ICOMOS members with special expertise, identified after consultation with International and National Committees;
- Non-ICOMOS members with specific expertise, identified after consultation within the ICOMOS networks.

For the nominations to be considered by the World Heritage Committee at its 42<sup>nd</sup> session, around 170 experts provided desk reviews.

*c. Technical evaluation missions.* As a rule, ICOMOS calls on a person from the region in which the nominated property is located. In certain exceptional circumstances, often in cases in which the nature of the property is unusual, the expert may not originate from the region concerned. The objective of the missions is to study the authenticity, integrity, factors affecting the property, protection, conservation and management (*Operational Guidelines*, paragraph 78).

Experts are sent the nomination dossier (electronic version and copy of the maps in colour), a note with key questions based on a preliminary examination of the dossiers, documentation on the Convention and detailed guidelines for evaluation missions.

All experts have a duty of confidentiality. Their opinion about the nomination does not necessarily reflect that of the organisation; it is the ICOMOS World Heritage Panel which, after acquainting itself with all the information, analyses it and determines the organisation's position.

Missions are sent to all the nominated properties except in the case of nominations referred back for which the *Operational Guidelines* do not stipulate that a mission is necessary. (Note: The principle is that properties are referred back because additional information is necessary, and not because thorough or substantial modifications are needed; the deadlines set out in the *Operational Guidelines* mean moreover that it is not possible to organise missions, desk reviews or consideration by the full ICOMOS World Heritage Panel for properties referred back).

25 experts representing 19 countries took part in field missions as part of the evaluation of the 23 nominated properties, which in turn represented 20 countries.

Technical evaluation mission was carried out jointly with IUCN for two mixed property nominations.

IUCN was invited to attend the ICOMOS panel meeting as observer and vice versa. ICOMOS and IUCN have also exchanged information about draft recommendations concerning mixed property nominations.

ICOMOS received comments from the IUCN concerning four cultural landscape nominations. These comments have been included in the evaluations and taken into account by ICOMOS in its recommendations.

## 2. Evaluations and recommendations

*a. ICOMOS World Heritage Panel.* Draft evaluations (in either English or French) were prepared on the basis of the information contained in the nomination dossiers, mission reports, consultations and research. They were examined by the ICOMOS World Heritage Panel at a meeting in Paris from 20 to 26 November 2017. The Panel defined draft recommendations and identified the additional information requests to be sent to the States Parties. On experimental basis, meetings were organized with each nominating State Party and Panel members during the meeting.

*b. Interim reports.* As prescribed by the revised Operational Guidelines for the Implementation of the World Heritage Convention and its Annex 6, the Advisory Bodies have been requested to submit a short interim report for each nomination by 31 January 2018. These reports provide States Parties with the relevant information outlining issues related to the evaluation process and some include additional information requests. All documents received by 28 February 2018 were examined by the second World Heritage Panel at its meeting from 12 to 14 March 2018.

*c. Finalisation of the evaluation volume and its presentation to the World Heritage Committee.* Following these meetings, revised evaluations have been prepared in both working languages, printed and dispatched to the UNESCO World Heritage Centre for distribution to members of the World Heritage Committee at its 42<sup>nd</sup> session in June - July 2018.

Nominated properties and ICOMOS recommendations will be presented to the World Heritage Committee by ICOMOS advisers in PowerPoint form.

As an Advisory Body, ICOMOS makes a recommendation based on an objective, rigorous and scientific analysis. However, decisions are the responsibility of the World Heritage Committee. The process relies on the Committee members and their knowledge of the nominations and the evaluations published by the Advisory Bodies.

## 3. Referred back nominations and requests for minor modifications

On 1<sup>st</sup> February preceding the World Heritage Committee meeting, ICOMOS also receives supplementary information on nominations referred back during previous sessions of the World Heritage Committee. One referred back nomination was assessed for this cycle.

ICOMOS also examines requests for "minor" modifications to boundaries or creation of buffer zones, and for changes of criteria or name for some properties already inscribed on the World Heritage List. 7 requests were submitted by the States Parties concerned before 1<sup>st</sup> February this year. At the request of the World Heritage Centre, all requests have been examined and included in the following document: WHC/18/42.COM/INF.8B1.Add.

#### 4. Dialogue with States Parties

ICOMOS makes every effort to maintain dialogue with the States Parties throughout the nomination evaluation process, i.e. following receipt of the nominations, during and after the technical evaluation mission, and following the meeting of the ICOMOS World Heritage Panel. The information requested relates to precise details or clarifications, but does not invite a complete reformulation of the nomination dossier.

Following the World Heritage Committee decision 38 COM 13.8 which call upon the Advisory Bodies to consult and have a dialogue with all concerned States Parties during the course of the evaluation of nominations, ICOMOS has strengthened the dialogue and communication in the evaluation process.

The dialogues with States Parties were fruitful in clarifying issues as well as being helpful for elucidating facts.

However, the main point that these direct dialogues highlighted is the fact that, even though the State Party receives advice from ICOMOS earlier than previously, there is still very limited time available under the current evaluation timetable established by the *Operational Guidelines* for both parties to work together to resolve issues with dossiers that require reformulation at a wider scale, even if the State Party expresses a willingness to do so.

In conclusion, ICOMOS encourages States Parties to request Upstream advice which could be useful for resolving issues prior to the submission of nominations.

ICOMOS recalls working document WHC/14/38.COM/9A which mention the “*option of extending the evaluation process by 12 months to allow for improved and constructive dialogue between stakeholders, in the light of the outcomes of the Director General’s meeting “World Heritage Convention: Thinking ahead”*” and supports an extension of the calendar for the evaluation of nominations by 12 months, which would open up the possibility of dialogue and exchange of information with the States Parties.

#### 5. Conclusion

All the evaluated cultural properties are remarkable and deserving of protection and conservation. In reaching its recommendations to the World Heritage Committee, ICOMOS relies on the *Operational Guidelines for the Implementation of the World*

*Heritage Convention* and the direction of the World Heritage Committee.

The opinion of ICOMOS is both independent and institutional. The opinion of one of its members is not binding on the organisation, and the evaluation texts are each the work of between 40-50 persons for each nomination, with several stages of in-depth peer review. ICOMOS represents cultural heritage experts throughout the five regions and is working to protect the entire cultural heritage of the world.

ICOMOS takes a professional view of the dossiers reviewed, and when appropriate makes recommendations for all the properties for which nominations have been submitted to it, independently of the outstanding regional or universal scope of their values.

Paris, April 2018





# ICOMOS

## Check tool recommendations

Comparative analysis	Integrity	Authenticity	Criteria	Selection justified (series)	Boundaries	Protection property	Protection buffer zone	Conservation	Management	Threats addressed	Mission required	Conclusion
√	√	√	√	√	√	√	√	≈	≈	≈	No	Inscription
√	√	√	√	√	≈	X	X	≈	≈	≈	No	Referral
√	√	√	√	√	X	X	X	X	X	X	Yes	Deferral
○	√	√	○	√							Yes	Deferral
○	○	○	○	○							Yes	Deferral
X	X	X	X	X							-	No inscription



OK - Good



Adequate - Can be improved



Not demonstrated at this stage



Not OK - Not adequate

The grid does not give all possible combinations, but only the lowest benchmarks below which a nomination moves to another category.

This tool is to be used jointly with the table summarizing the ICOMOS recommendations.



Cultural and Mixed Properties  
**Alphabetical Index of the evaluations (by State Party)**

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<b>Canada</b>	C 1564	Tr'ondëk-Klondike	168
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<b>Germany</b>	C 1553	The Archaeological Border Landscape of Hedeby and the Danevirke	212
<b>Germany</b>	C 1470rev	Naumburg Cathedral	Add
<b>India</b>	C 1480	The Victorian and Art Deco Ensemble of Mumbai	80
<b>Indonesia</b>	C 1524	The Age of Trade: The Old Town of Jakarta (formerly Old Batavia) and 4 Outlying Islands (Onrust, Kelor, Cipir, and Bidadari)	90
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<b>Italy</b>	C 1571	<i>Le Colline del Prosecco di Conegliano e Valdobbiadene</i>	231
<b>Japan</b>	C 1495	Hidden Christian Sites in the Nagasaki Region	113
<b>Kenya</b>	C 1450rev	Thimlich Ohinga Archaeological Site	Add
<b>Mexico</b>	N/C 1534rev	Tehuacán-Cuicatlán Valley: originary habitat of Mesoamerica	Add
<b>Oman</b>	C 1537	The Ancient City of Qalhat	47
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## Cultural and Mixed Properties

### Nominations by category

#### New nominations (22)

Belgium / France	C 1567	Funeral and memorial sites of the First World War (Western Front)
Belgium / Netherlands	C 1555	Colonies of Benevolence
Canada	C 1564	Tr'ondëk-Klondike
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Colombia	N/C 1174	Chiribiquete National Park - "The Maloca of the Jaguar"
Czechia	C 1558	Žatec – the Town of Hops
Denmark	C 1557	Aasivissuit-Nipisat. Inuit Hunting Ground between Ice and Sea
France	C 1569	The Historic Urban Ensemble of Nîmes
Germany	C 1553	The Archaeological Border Landscape of Hedeby and the Danevirke
Germany	C 1554	Jewish Cemetery Hamburg-Altona
India	C 1480	The Victorian and Art Deco Ensemble of Mumbai
Indonesia	C 1524	The Age of Trade: The Old Town of Jakarta (formerly Old Batavia) and 4 Outlying Islands (Onrust, Kelor, Cipir, and Bidadari)
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Italy	C 1571	<i>Le Colline del Prosecco di Conegliano e Valdobbiadene</i>
Japan	C 1495	Hidden Christian Sites in the Nagasaki Region
Oman	C 1537	The Ancient City of Qalhat
Republic of Korea	C 1562	Sansa, Buddhist Mountain Monasteries in Korea
Romania	C 1552	Roşia Montană Mining Landscape
Saudi Arabia	C 1563	Al-Ahsa Oasis, an Evolving Cultural Landscape
Spain	C 1560	The Caliphate City of Medina Azahara
Turkey	C 1572	Göbekli Tepe

#### Referred back nomination (5)

Canada	N/C 1415rev	Pimachiowin Aki
Germany	C 1470rev	Naumburg Cathedral
Kenya	C 1450rev	Thimlich Ohinga Archaeological Site
Mexico	N/C 1534rev	Tehuacán-Cuicatlán Valley: originary habitat of Mesoamerica
United Arab Emirates	C 1458rev	Khor Dubai, a Traditional Merchants' Harbour



## Cultural and Mixed Properties

### Geographical spread of nominations

<b>Africa</b>			1 State Party, 1 nomination
Kenya	C 1450rev	Thimlich Ohinga Archaeological Site	
<b>Arab States</b>			3 States Parties, 3 nominations
Oman	C 1537	The Ancient City of Qalhat	
Saudi Arabia	C 1563	Al-Ahsa Oasis, an Evolving Cultural Landscape	
United Arab Emirates	C 1458rev	Khor Dubai, a Traditional Merchant's Harbour	
<b>Asia – Pacific</b>			6 States Parties, 6 nominations
China	C 1561	Historic Monuments and Sites of Ancient Quanzhou (Zayton)	
India	C 1480	The Victorian and Art Deco Ensemble of Mumbai	
Indonesia	C 1524	The Age of Trade: The Old Town of Jakarta (formerly Old Batavia) and 4 Outlying Islands (Onrust, Kelor, Cipir, and Bidadari)	
Iran	C 1568	Sassanid Archaeological Landscape of Fars region	
Japan	C 1495	Hidden Christian Sites in the Nagasaki Region	
Republic of Korea	C 1562	Sansa, Buddhist Mountain Monasteries in Korea	
<b>Europe – North America</b>			11 States Parties, 15 nominations
Belgium / France	C 1567	Funeral and memorial sites of the First World War (Western Front)	
Belgium / Netherlands	C 1555	Colonies of Benevolence	
Canada	N/C 1415rev	Pimachiowin Aki	
Canada	C 1564	Tr'ondëk-Klondike	
Czechia	C 1558	Žatec – the Town of Hops	
Denmark	C 1558	Aasivissuit-Nipisat. Inuit Hunting Ground between Ice and Sea	
France	C 1569	The Historic Urban Ensemble of Nîmes	
Germany	C 1470rev	Naumburg Cathedral	
Germany	C 1553	The Archaeological Border Landscape of Hedeby and the Danevirke	
Germany	C 1554	Jewish Cemetery Hamburg-Altona	
Italy	C 1538	Ivrea, industrial city of the 20 <sup>th</sup> century	
Italy	C 1571	<i>Le Colline del Prosecco di Conegliano e Valdobbiadene</i>	
Romania	C 1552	Roşia Montană Mining Landscape	
Spain	C 1560	The Caliphate City of Medina Azahara	
Turkey	C 1572	Göbekli Tepe	
<b>Latin America and the Caribbean</b>			2 States Parties, 2 nominations
Colombia	N/C 1174	Chiribiquete National Park - "The Maloca of the Jaguar"	
Mexico	N/C 1534rev	Tehuacán-Cuicatlán Valley: originary habitat of Mesoamerica	





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C 1458rev	<b>United Arab Emirates</b>	Khor Dubai, a Traditional Merchants’ Harbour	Add
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<b>New nominations</b>				
Belgium / France	C 1567	Funeral and memorial sites of the First World War (Western Front)	Christophe Rivet (Canada) Cynthia Dunning (Switzerland) Mariana Correia (Portugal)	Sept. – Oct. 2017
Belgium / Netherlands	C 1555	Colonies of Benevolence	Ana Luengo (Spain)	Oct. 2017
Canada	C 1564	Tr'ondëk–Klondike	Patricia O'Donnell (United States of America)	Aug. 2017
China	C 1561	Historic Monuments and Sites of Ancient Quanzhou (Zayton)	Jeremy Green (Australia)	Sept. 2017
Colombia	N/C 1174	Chiribiquete National Park - "The Maloca of the Jaguar"	Maria Ifigenia Quintanilla (Costa Rica)	Oct. 2017
Czechia	C 1558	Žatec – the Town of Hops	Elena Dimitrova (Bulgaria)	Aug.-Sept. 2017
Denmark	C 1557	Aasivissuit-Nipisat. Inuit Hunting Ground between Ice and Sea	Marit Myrvoll (Norway)	Sept. 2017
France	C 1569	The Historic Urban Ensemble of Nîmes	Roberto Bobbio (Italy)	Sept. 2017
Germany	C 1553	The Archaeological Border Landscape of Hedeby and the Danevirke	Neil Price (Sweden)	Sept. 2017
Germany	C 1554	Jewish Cemetery Hamburg-Altona	Petr Justa (Czech Republic)	Sept. 2017
India	C 1480	The Victorian and Art Deco Ensemble of Mumbai	Yukio Nishimura (Japan)	Sept. 2017
Indonesia	C 1524	The Age of Trade: The Old Town of Jakarta (formerly Old Batavia) and 4 Outlying Islands (Onrust, Kelor, Cipir, and Bidadari)	Susan Jackson-Stepowski (Australia)	Sept. 2017
Iran	C 1568	Sassanid Archaeological Landscape of Fars region	Assad Seif (Lebanon)	Sept. 2017
Italy	C 1538	Ivrea, industrial city of the 20 <sup>th</sup> century	Jean-Yves Andrieux (France)	Sept. 2017
Italy	C 1571	<i>Le Colline del Prosecco di Conegliano e Valdobbiadene</i>	Urs Steiger (Switzerland)	Oct. 2017
Japan	C 1495	Hidden Christian Sites in the Nagasaki Region	Richard Mackay (Australia)	Sept. 2017
Oman	C 1537	The Ancient City of Qalhat	May Ahmad al-Ibrashy (Egypt)	Sept. 2017

State Party	ID number	Name of the property	Field mission	Date
Republic of Korea	C 1562	Sansa, Buddhist Mountain Monasteries in Korea	Wang Lijun (China)	Sept. 2017
Romania	C 1552	Roşia Montană Mining Landscape	Helmuth Albrecht (Germany)	Sept. 2017
Saudi Arabia	C 1563	Al-Ahsa Oasis, an Evolving Cultural Landscape	Alaa Elwi El-Habashi (Egypt)	Sept. 2017
Spain	C 1560	The Caliphate City of Medina Azahara	Attilio Petruccioli (Italy)	Sept. 2017
Turkey	C 1572	Göbekli Tepe	Gabriel Cooney (Ireland)	Oct. 2017

#### Referred back nomination

Canada	N/C 1415rev	Pimachiowin Aki	Gregory De Vries (United States of America)	Sept. 2017
Germany	C 1470rev	Naumburg Cathedral	Sergiu Musteata (Moldova)	Aug. 2016
Kenya	C 1450rev	Thimlich Ohinga Archaeological Site	Menno Welling (Malawi)	Sept. 2014
Mexico	N/C 1534rev	Tehuacán-Cuicatlán Valley: originary habitat of Mesoamerica	Luisa Diaz Arriola (Peru)	Oct. 2016
United Arab Emirates	C 1458rev	Khor Dubai, a Traditional Merchants' Harbour	Faïka Béjaoui (Tunisia)	Oct. 2016

### **III Mixed properties**

#### **A Europe – North America**

Nomination referred back by previous sessions of the World Heritage Committee

#### **B Latin America - Caribbean**

New nomination



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# Pimachiowin Aki (Canada) No 1415rev

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## Official name as proposed by the State Party

Pimachiowin Aki

## Location

Manitoba and Ontario Provinces  
Canada

## Brief description

Pimachiowin Aki encompasses 2, 904,000 square kilometres of the Anishinaabe ancestral lands at the headwaters of the Berens, Bloodvein, Pigeon and Poplar rivers. This forest landscape dissected by free-flowing rivers, lakes and wetlands includes portions of the lands of four Anishinaabe First Nations: Bloodvein River First Nation, Little Grand Rapids First Nation, Pauingassi First Nation, and Poplar River First Nation.

The Anishinaabeg are a highly mobile indigenous hunting-gathering-fishing people, who say that they and their indigenous ancestors have made use of this and adjacent landscapes for over 7,000 years. The Anishinaabe cultural tradition of *Ji-ganawendamang Gidakiiminaan* (Keeping the Land) involves honouring the Creator's gifts, observing respectful behaviour toward all life, and maintaining harmonious relations with other people.

Pimachiowin Aki expresses a testimony to the beliefs, values, knowledge, and practices that constitute Keeping the Land through a complex network of often impermanent interlinked sites, routes and areas. Specifically there are ancient and contemporary livelihood sites, habitations and processing sites, travel routes, named places, trap lines and sacred and ceremonial sites, most linked by waterways, and all tangible reflection of *Ji-ganawendamang Gidakiiminaan* (Keeping the Land).

Today Anishinaabeg in the nominated property are based in four small permanent Anishinaabe communities and harvest animals, plants and fish, consistent with their traditional practices and Treaty rights. They still maintain their strong spiritual interactions with the natural landscape through the legendary beings and spirits who are seen to control the natural world.

## Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *site*.

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (12 July 2017), paragraph 47, it is also a *cultural landscape*.

[Note: the property is nominated as a mixed cultural and natural site. IUCN will assess the natural significances, while ICOMOS assesses the cultural significances.]

## 1 Basic data

### Included in the Tentative List

1 October 2004

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

24 January 2017

## Background

This is referred nomination that follows a deferred nomination.

At its 37<sup>th</sup> meeting in Phnom Penh, in decision 37 COM 8B.19, the World Heritage Committee deferred the nomination of Pimachiowin Aki (Canada) to the World Heritage List.

Following the decision, an ICOMOS/IUCN advisory mission provided upstream assistance to the organizers of the nomination and residents through a series of workshops in October 2013. Subsequently further advice was provided to the State Party through Skype discussions and also through written advice on the Comparative Analysis. The revised nomination that was submitted in January 2015 provided much more details on cultural aspects; it also had different cultural criteria and a substantially revised comparative analysis.

At its 40<sup>th</sup> meeting, (Istanbul 2016), the World Heritage Committee examined the property and took the following decision 40 COM 8B.18

*The World Heritage Committee,*  
[...]

6. *Recognizing recently identified issues regarding governance and relationships within the Pimachiowin Aki Corporation, refers Pimachiowin Aki, Canada, back to the State Party to allow it to work with the Pimachiowin Aki Corporation to identify and implement appropriate actions to ensure effective governance and management of the nominated property;*
7. *Notes that the Advisory Bodies would be ready and willing to offer advice on the above, if requested;*
8. *Recommends the State Party to give consideration to continue the development of the management plan to address socio-economic challenges and to promote sustainable livelihoods, including through the development of sustainable tourism and other activities, and giving particular attention to the landscape and its spiritual associations.*

The State Party has submitted a revised nomination with a reduced overall area, which is the object of the current evaluation.

#### **Consultations**

ICOMOS has consulted its International Scientific Committee on Cultural Landscapes and several independent experts.

#### **Technical Evaluation Mission**

A joint ICOMOS/IUCN technical evaluation mission visited the property from 6 to 7 September 2017.

#### **Additional information received by ICOMOS**

A joint IUCN/ ICOMOS Interim report was sent to the State Party on 22 January 2018 and the State Party provided additional information on the development in the areas that have been withdrawn from the nomination; the scope for expanding the nominated area; the opportunities for other First Nations to engage in the governance of the nominated area; the protection of the nominated area from the impacts of hydroelectric power lines. This has been incorporated into the relevant sections below.

#### **Date of ICOMOS approval of this report**

14 March 2018

## **2 The property**

### **Description**

The revised nomination differs from the earlier nominations in that it encompasses parts of the lands of four Anishinaabeg (First Nation) communities rather than five.

This change means a reduction in the spatial extent of the expression of the cultural tradition and a reduction of the total number of cultural attributes associated with places on the land including sacred and ceremonial, harvesting, and habitation and processing sites. Due to this modification, there is a reduction of inter-community linkages through waterway travel routes. The removal of one community from the nomination has also resulted in a slightly reduced scope for demonstrating the role of customary governance in regulating access to and use of land between different communities. The land that was formerly part of the nominated area is now included in the buffer zone.

The Anishinaabeg are an indigenous hunting-gathering-fishing people who are believed to have lived in the surrounding areas for at least 7,000 years, although as discussed below there have been many migrations in and around the nominated area by the Anishinaabeg and also by the Cree people.

In spite of being subject to significant social disturbances as a result of European colonization, such as being placed on Reserves and children being separated from their families by residential schooling, the Anishinaabeg have been able to retain their traditional culture including

knowledge of, and respect for, the landscape and the tangible and intangible natural resources it provides. The landscape has shaped the way of life of the people and in turn is embedded in their oral traditions and cosmology.

The nominated area includes portions of the ancestral lands of Bloodvein River First Nation, Little Grand Rapids First Nation, Pauingassi First Nation, and Poplar River First Nation. Today they number around 5,972 people.

Pimachiowin Aki can be translated as *the Land that Gives Life*. The Anishinaabeg view their land as a gift from the Creator to be shared for the benefit not only of Anishinaabeg, but also for visitors, and for all of humanity. The Anishinaabeg and all other beings, the animals, the trees and plants, the fish, the waters, are perceived as one living entity, part of an ancient, but continuous, and living cultural landscape.

The greatest ambition of Anishinaabeg is *mino-bimaadizi* (to lead a good life). The health and well-being associated with *bimaadiziwin* is seen to depend on maintaining respectful and harmonious relationships with all life on the land.

The nominated area provides a complete representation of how the living cultural tradition of Keeping the Land guides Anishinaabe perception and use of the Pimachiowin Aki cultural landscape. The tangible evidence of the Anishinaabe cultural tradition within Pimachiowin Aki includes resource harvesting places, cabin and seasonal camp sites, harvest processing sites, traditional travel routes, named places, sacred and ceremonial sites, pictographs and other sites of archaeological significance, and trap line areas.

The communities maintain their traditional world view and pass it on to new generations through oral history and rituals. Community Elders are respected, traditional values and teachings heeded, and culturally important sites memorised. A major part of the population speaks *Anishinaabemowin*, some as their only language. The four communities differ from one another culturally, socially and economically.

The nominated area is large and contains sufficient mature and diverse vegetation to allow the communities to sustain their traditional livelihoods.

The Pimachiowin Aki nomination has been led by the Anishinaabeg who wish to have recognition for their role in sustaining their community's relationship with the waterways and forests of the environment within which they live.

Within the landscape, the impact of the Anishinaabeg activities can be seen mostly along the rivers, near ancient routes (some still in use), in ceremonial sites and rock pictographs, at camps and cabin sites, both abandoned and actively-used, and in settlements.



The nominated area extends to some 29,040 square kilometres across the heart of the North American 'boreal shield' forest (that is forest of the northern temperate zone within the Canadian Shield of Precambrian rock), dissected by long free-flowing rivers, myriad lakes and wetlands. The North American Boreal shield is part of a global boreal biome that encircles the globe just south of the Arctic Circle. Thus there is a Eurasian boreal shield as well as one in North America.

The boundaries of the nominated area have been determined through a community-led land-use planning initiative between indigenous peoples and the Provincial authorities that had the aim of creating new livelihoods to help sustain aboriginal communities. The boundaries do not encompass all the Anishinaabeg ancestral lands; some lie outside the boundaries and of these some are in the buffer zone. The Anishinaabe / Ojibwe language is spoken in an extensive area on both sides of the border between Canada and the United States of America.

The people within the nominated area represent around less than a quarter of all those speaking *Anishinaabemowin* as their first language. The Anishinaabe cultural landscape, and beliefs and practices connected with it, thus continue beyond the boundaries of the nominated area. The communities moved prior to permanent settlement and there are references to culturally important sites outside the nominated area. However, the nominated area is where the Anishinaabe culture is seen to persist most strongly.

Their landscape is beginning to be opened up to tourists, with operators from outside the area developing fly fishing lodges and hunting camps (see below).

Hunting, trapping, fishing and harvesting wild produce  
Hunting, trapping, fishing and harvesting are at the heart of the Anishinaabeg relationship with the land. The continued harvesting of plants, animals, and other forms of life is undertaken in a manner that ensures continuity of all life on the land.

Hunting, trapping and fishing is today carried out for briefer periods than in the past and from the basis of their permanent settlements. It is also regulated by provincial trapping regulation introduced in the 1940s.

The Anishinaabeg maintain a strong communal practice which means that resources are there to be shared. If someone kills a moose, its meat is distributed around the community.

#### Waterways and sled routes

The *gete bimishkaawin* (cultural waterways) that transect the forest form a network connecting the communities with one another and to the extensive harvesting areas. The traditional routes continue to be used, and although canoe paddles have been replaced by outboards and snowmobiles by dog-teams, survival still depends on an intimate knowledge of the land.

Mnemonic narratives connected with the travel routes have continued. Elders have begun to document these travel routes and associated traditions using cultural Geographic Information System mapping (GIS).

#### Pictographs

Over a hundred pictographs have been recorded at thirty locations. Some of the images correspond in form and material to other pictographs in the Lake of-the-Woods Style associated with the Archaic Period in North America. A few of the images could have been made as late as c 1,800 AD. They are seen by the Anishinaabeg to be related to sacred sites.

#### Settlements

Until a century ago, the Anishinaabeg mainly gathered in one place only in the summer months and dispersed across the whole of Pimachiowin Aki during the winter.

Within the nominated area, four of these traditional summer gathering sites have now become year-round settlements for the First Nation communities who have built modern houses. Each settlement is surrounded by its own reserve and located on one of the four main waterways.

#### Camps and cabin sites

Outside of the contemporary First Nation communities, temporary habitation and food processing sites are found throughout the nominated area, and especially along waterways.

Collaborative research between the community and archaeologists since 2003 has helped to document sites used within living memory for habitation and harvesting activities and more than 650 cabin and camp sites have been recorded to date. Some show remarkable continuity of evidence with many cabins located on or near-ancient campsites, some for instance being near fire pit sites that have been dated to the Middle Woodland period (2,200-1,300 ya) or Late Woodland period (1,300-300 ya), or near pictograph sites or early quartz quarry sites at which stone material was collected to make tools.

#### The forest

Some of the forest resources used by the communities such as medicinal plants are highly dispersed, and found in small and highly specific places. In order to sustain such plants, a sifting or rotational use of sites is practiced. The land-based knowledge of Anishinaabeg, known as *Akiwi-gikendamowining*, is especially important in locating these resources and understanding the changing distribution throughout the nominated area over time, particularly after wild fires.

A more widespread type of harvesting is of birch bark, peeled from paper birch trees along the rivers and used for making baskets, horns for calling moose in the autumn hunt, and historically, as a material for covering wigwams and for building canoes.

### Controlled fires

In early spring when the lakes are still snow covered, the Anishinaabeg practise *bashkosigewining*, the controlled burning of shoreline wetlands. This promotes the growth of grasses that enhance foods and habitats for animals such as muskrats and ducks that are hunted for food.

### Wild rice

Some harvesting sites in Pimachiowin Aki have been intentionally managed to increase their productivity. Archaeological evidence indicates that Anishinaabeg were cooking wild rice in pots at least 1,200 years ago.

### Oral traditions

The Anishinaabeg world view of a symbiotic relationship between people and nature attributes animacy to objects in the natural world giving meaning to peoples' existence in this environment over time and through the seasons. The Creator, *Manitou*, has a central place. The Anishinaabeg believe that He has placed them on their ancestral lands. Two kinds of spirit beings are repeatedly referred to: the Thunderbirds or *Binesiwag* and the Little Rock People or *memegwesiwag*. The first represent a cultural tradition widely shared across continents. They are generally known and awed by the Anishinaabe communities, like many other First Nations, as powerful helpers and carers for the land. In the nomination they are said to nest in rock formations created at a time when plants still did not exist. Their nests are respected. They are believed to cause forest fires by lightning.

Elders and others with land-based knowledge (*akiwi-gikendamowining*) are especially esteemed for their role in guiding decision-making in personal, family and community matters related to use of the land. Knowledgeable elders are revered for their role in ensuring continuity of Keeping the Land.

### History and development

Although human occupation in the Pimachiowin Aki area can be dated to Late Paleo-Indian Plano traditions around 10,000-8,000 years ago, and is associated with small isolated communities of hunters, the ancestors of the Anishinaabeg people appear to have begun to settle seasonally when the climate turned warmer between 7,000 to 2,200 years ago. This is when pictographs are believed to have first appeared. By 2,200 years ago a definite seasonal pattern of hunting appears to have been established.

The present-day Anishinaabe have their cultural roots in the Great Lakes area and were officially recognised as being in Pimachiowin Aki in the Treaty of 1875.

The nomination dossier asserts that Pimachiowin Aki demonstrates 'more than 7,000 years of indigenous occupancy' centred on the four Anishinaabe First Nations. Whether they have been living there for centuries if not millennia, or migrated into the area in the 18<sup>th</sup> century is still debated by historians. There are those who consider the Shield region was devoid of human habitation at the time of contact with Europeans

(although not denying evidence of earlier occupancy) with the Cree people moving later into the area, while others consider that the Shield region was occupied at the time of contact by the Cree people, but the Ojibwe moved into the area and displaced the pre-existing Cree population, and yet others assert that it was the term Ojibwe that gradually came to be associated with all the people living in the Shield region and thus the Crees and other northern residents did not move, they became Ojibwa. These aspects are considered further below under conclusions.

Pimachiowin Aki's geographic position in the centre of the continent, has led to techniques and ideas being introduced from all directions, such as in the 18<sup>th</sup> century AD through involvement with the international fur trade, and, in the 19<sup>th</sup> century, through the oil trade and the spread of Christianity.

Euro-Canadians who organised the fur trade bought pelts from animals trapped by the Anishinaabeg. By the 1820s when the initial intense fur trade had ended and the beaver population had been decimated, the Anishinaabeg communities returned to their traditional seasonal trapping activities. In the second half of the 19<sup>th</sup> century, a second commercial harvesting activity was developed around the export of oil from sturgeon in Lake Winnipeg organised by non-Anishinaabeg people. As with the fur trade, intense exploitation led to a rapid decline in resources. In the 1930s and 1940s smaller sturgeon fishing enterprises were set up in the nominated area but these were short lived.

Between the 1950s and 1970s, the growth in air traffic, and the support of the Federal Government, allowed the Anishinaabeg people to exploit other species of fish for trade. During these two decades, fishing took over from traditional trapping as the main source of income and brought increased material prosperity. By the 1970s, commercial fishing opportunities had declined dramatically in the face of rising costs, conservation concerns, and unstable markets. During the 1980s, international markets for fur also went into steep decline as a result of international anti-trapping campaigns.

From the 1940s changes were also brought about by an increase in the activities of government agencies, particularly in relation to education and health care. Both of these were centralised and this had the effect of pulling communities towards fixed settlements and a concomitant decline in seasonal hunting and fishing. At the same time, fur trapping became regularised and quotas were set under what is known as a trap line system.

The decline in opportunities for commercial fishing and trapping over the past fifty years has greatly diminished independent incomes amongst the Anishinaabeg. They are now strongly dependent on public subsidies. During the same time the population has significantly increased.

This loss of income combined with the pull of federal services and the push off the land has spurred cooperative relations between First Nations, and the provinces of Manitoba and Ontario.

In 2002, five First Nations of Pimachiowin Aki came together to develop a cooperative accord they titled Protected Areas and First Nation Resource Stewardship: A Cooperative Relationship Accord. This has since come to be known as the First Nations Accord. It aimed to strengthen mutual support. In 2016, one First Nation withdrew from this voluntary association. There are other Anishinaabe First Nations outside the Accord.

The Accord was subsequently extended to a partnership with the two Provincial governments of Ontario and Manitoba and became the Pimachiowin Aki Corporation. The Corporation promoted the nomination process and community based land-use planning that has been instrumental in determining the boundaries of the nominated area.

### **3 Justification for inscription, integrity and authenticity**

#### **Comparative analysis**

The comparative analysis in the revised nomination has been amended to reflect the change in boundaries. There are very few models for comparative analyses for properties of indigenous values especially in which there is not substantial tangible built evidence or landscape modification and where the landscape is considered 'natural'. The Pimachiowin Aki nomination has developed a framework for such comparative analyses which is helpful but has some limitations – especially in terms of the lack of cultural documentation in some sites selected for comparison.

The purpose of the comparative analysis is to show that the nominated property, as a place with potential Outstanding Universal Value, has no comparators on the World Heritage List, or on Tentative lists, or anywhere else. Thus comparisons need to be made between the property as a whole and other potentially comparable places to see if any of them has the same or a similar combination of Outstanding Universal Value and attributes that defines them as a place.

The comparative analysis that has been offered does not quite adopt this holistic approach. Instead it offers separate comparisons with discrete aspects of the property, called themes (harvesting sites, habitations and processing sites, sacred and ceremonial sites, water travel routes, widespread distribution and customary governance), whereas it is the combination of these themes that make up the idea of Keeping the Land.

Selection of sites for comparison, starts from the premise that places that most clearly exhibit cultural traditions most similar to the Anishinaabeg practice of Keeping the Land are found in the North American sub-

arctic area as this is where similar boreal forests and waterways are located and similar traditions of use by indigenous peoples. ICOMOS agrees that this geo-cultural area should provide the basis for the analysis.

Thirty-four sites were considered and seven immediately discarded as having only relict evidence. Of the remaining 27 sites, 17 are in Canada and 10 in the United States of America. All of these are designated historic sites. It is presumed that only protected sites were considered but this point is not made clear.

Analysis of these sites under the six themes concludes that some sites exhibit some themes but not others, while in many others the documentation is insufficient to allow a definitive answer, as there is no cultural inventory, or there is no mention in planning documents of customary governance. Perhaps the most common negative factors are the lack of, or weak evidence for, sacred and ceremonial sites, the lack of acknowledged customary governance, and insufficient size to allow widespread hunting and trapping and seasonal migration.

The analysis was only undertaken in relation to the current boundaries of the chosen sites even though the boundaries might have been drawn to protect natural assets (as is clear from some of the names that include Wildlife Refuge, and Biodiversity Reserves) rather than cultural assets. It thus appears to be sometime the case that these sites might have yielded more positive comparisons if further evidence had been available.

In summary, comparisons show that there are four sites in Canada that might be seen as comparable to Pimachiowin Aki in that they all exhibit the themes to varying degrees and overall can be said to reflect the relationship between indigenous culture and the environment. These sites are Old Crow Flats Special Management Area, Saoyú-?ehdacho National Historic site, Albanel-Témiscamie-Otish proposed Biodiversity Reserve, and Cat Lake – Slate Falls First Nations Protected Areas.

In making the case for why it is considered that there is room on the World Heritage List of Pimachiowin Aki, it is suggested that it has the most complete representation of the attributes and is thus an exceptional example and has the strongest claim to Outstanding Universal Value over and above the four others.

ICOMOS considers that what is clear from the work undertaken is that ideas similar to the Keeping the Land concept are common across the vast area of the American North Subarctic. However the detailed data to support understanding of precisely how communities relate to their environment and have done so over time remains patchy at best. What is not clear on the basis of the evidence provided is whether there are few social and cultural differences between the many communities and thus Pimachiowin Aki is the best place to represent this vast part of the globe on the World Heritage list, or

whether there are cultural differences related to specific aspects such as hunting traditions, governance, water management, and cultural history, and there could be an opportunity for more than one place to be put on the World Heritage List as a reflection of differing approaches to the idea of Keeping the Land in this region.

Clearly it would have been desirable for a more detailed thematic study to have been undertaken on this extremely important type of cultural landscape that could have shown more clearly the differences and similarities between communities and the way they have interacted with the land over many centuries. Such a study could also have thrown more light on the migrations of people around the area – this would not have diminished their connection with the land but could have amplified the way traditions have persisted over time even if people have moved from one area to another (this point is picked up in the Conclusions).

On the basis of the evidence put forward, ICOMOS considers that the analysis justifies consideration of Pimachiowin Aki for the World Heritage List, for its reflection of the water-based practices of the Anishinaabeg, but that it should not be considered as representing the cultural landscapes of the whole of the American sub-arctic region.

ICOMOS considers that further studies should be undertaken on the way landscape reflects the important cultural systems that characterise the many indigenous communities of the American sub-Arctic region, before any further sites are considered for nomination.

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ICOMOS considers that the comparative analysis has justified consideration of this property for the World Heritage List under cultural criteria.

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#### **Justification of Outstanding Universal Value**

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

- a) Pimachiowin Aki is the most complete and therefore exceptional example of a landscape within the North American Subarctic geo-cultural area that provides testimony to the cultural tradition of *Ji-ganawendamang Gidakiiminaan* (Keeping the Land);
- *Ji-ganawendamang Gidakiiminaan* consists of the beliefs, values, knowledge, and practices that guide the Anishinaabeg in their interaction with *aki* (the land and all its life) and with each other in ways that are respectful and express a reverence for all creation;
- Anishinaabeg have for millennia lived intimately with this special place in the heart of the North American boreal shield forest;
- The Anishinaabeg cultural traditions are manifest in harvesting sites, habitation and processing sites, trap lines, travel routes, named places, ceremonial sites,

and sacred places such as pictographs associated with powerful spirit beings;

- These attributes are dispersed widely across a large landscape and concentrated along waterways, which are an essential source of livelihood resources and a means of transportation;
- Anishinaabe customary governance and oral traditions ensure continuity of these cultural traditions across the generations.

ICOMOS considers that, as is discussed above, Pimachiowin Aki, on the basis of present knowledge cannot necessarily be seen to be the most complete example of a landscape that reflects Keeping the Land traditions. It is though an exceptional example of the way one group of communities manifest those traditions, in an extensive natural landscape of multi-layered forest, particularly through the use of waterways and through perpetuating their traditions of customary governance.

Nor can it be said that the Anishinaabeg have been the only communities to have lived for millennia in this particular part of the overall North American shield forest which many communities have shared. In ICOMOS's view this does not diminish the value of the special relationship between people and the land and the landscape that this has sustained.

#### **Integrity and authenticity**

##### **Integrity**

The nominated area encompasses slightly less than a quarter of the lands occupied by Anishinaabeg peoples. The boundaries partly conform to historic trap line areas but do not include all the ancestral areas of the four communities – see boundaries below.

In spite of the reduction in area, it is of sufficient size to encompass all aspects of Anishinaabeg traditional livelihood activities, customary waterways, traditional knowledge of the landscape and seasonal rounds of travel, for hunting, trapping, fishing and gathering, and sacred sites, although some of these extends beyond the boundaries.

The key attributes are considered to be highly intact. The whole property is protected from commercial logging, mining, and hydroelectric development, and all its waterways are free of dams and diversions. Patterns of traditional use (fishing, gathering, hunting and trapping) and veneration of specific sites by the Anishinaabe First Nations have developed over millennia through adaptation to the dynamic ecological processes of the boreal forest, and appear to be ecologically sustainable.

The vastness of Pimachiowin Aki at 29,040 km<sup>2</sup> with only 5,972 residents and a buffer zone of an additional 35,926 km<sup>2</sup> provides a sufficiently large area to enable continuity of the living cultural tradition of Keeping the Land.

The very limited infrastructure includes some power lines, seasonally functional winter roads, and the all-season East Side Road (under construction). All of these are subject to numerous protections concerning development.

#### Authenticity

The ability of the landscape to reflect its value is not straightforward when, as is the case with Pimachiowin Aki, the links between people and place are often ephemeral and often intangible. Authenticity relates in this instance first all to the robustness of cultural traditions that underpin spiritual, social and economic interactions and their ability to function fully in relation to the adequacy of natural resources, and secondly to the necessary freedom of movement needed for communities to respond to changing seasons and environmental conditions.

Secondly authenticity also relates to how far the sites in the landscape (such as archaeological sites, sacred sites, waterways and hunting and harvesting sites) remain in use to a degree that the landscape reflects adequate interactions over time. And this in turn relates to the ability of the Anishinaabeg communities to maintain the resilience of their traditions across their vast landscape.

Although cultural traditions are pervasive across the landscape, through both personal and collective connections, within the four First Nation communities there are minor variations in relation to the particular ways of perceiving, practicing and maintaining the tradition of Keeping the Land. These variations seem to reflect centuries of interaction with people from outside of these communities such cross-cultural contact with Oji-Cree, Métis, northern European and other peoples within the Poplar River and Bloodvein River First Nations.

In order to sustain the resilience of traditions, maintaining authenticity will need to be an overt part of the management of the property.

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ICOMOS considers that the conditions of integrity and authenticity have been met, but authenticity will need to be actively sustained.

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#### Criteria under which inscription is proposed

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

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

This criterion is justified by the State Party on the grounds that Pimachiowin Aki provides an exceptional testimony to the continuing Anishinaabe cultural tradition of *Ji-ganawendamang Gidakiiminaan* (Keeping the

Land). Keeping the Land guides relations between Anishinaabeg (Ojibwe people) and the land; it is the framework through which the cultural landscape of Pimachiowin Aki is formed, given meaning, and maintained across the generations.

*Ji-ganawendamang Gidakiiminaan* reflects the intimate interconnectedness between Anishinaabeg and their environment; a way of life in which nature and culture are inextricably intertwined and which has persisted over several millennia;

No other site in the North American Subarctic contains a comparable testimony to the complete suite of attributes that manifest Keeping the Land, and the distribution of these attributes across a wide landscape interconnected by waterway travel routes.

ICOMOS considers that this criterion can be justified but without it being said that this is the only place in the North American sub-arctic that might demonstrate the idea of Keeping the Land, as other landscapes of other communities might provide different but also exceptional responses to this key philosophy.

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ICOMOS considers that this criterion has been justified.

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

This criterion is justified by the State Party on the grounds that Pimachiowin Aki is directly and tangibly associated with the living tradition and beliefs of Anishinaabeg, who understand they were placed on the land by the Creator and given all they need to survive.

Having received the gift of life that is Pimachiowin Aki, Anishinaabeg are bound by a sacred trust to “keep” the land; that is, to care for all life in a way that honours creation and enables Anishinaabeg to achieve health and prosperity, or *bimaadiziwin* (a good life). Anishinaabe uphold this sacred responsibility to care for the land through their cultural tradition of *Ji-ganawendamang Gidakiiminaan* (Keeping the Land).

They involve ensuring harmonious relations with the other spirit beings with whom Anishinaabeg share the land and carry out the Creator’s plan for a healthy and productive life on the land, through offering sites such as grandfather stones and hollows in exposed bedrock where objects of value or tobacco are left for spirit beings; ceremonial sites used to communicate with and pay respect to other beings through drumming, dancing, and visions; and sacred places such as pictograph sites, Thunderbird nests, and places where *memegwesiwag* (little rock people) dwell.

The beliefs and values that make up *Ji-ganawendamang Gidakiiminaan* are carried down through the generations by means of a vibrant oral tradition in the Ojibwe

language. Oral traditions, including legends, stories, and songs, are central to the authentic intergenerational transmission of the cultural tradition. Oral traditions are tangibly associated with the nominated area through named places, which serve as mnemonic prompts for intimate knowledge of the land, including locations of resources, travel routes, and the history of Anishinaabe occupation and use.

These beliefs are sustained by systems of customary governance based on family structures and respect for the elders.

ICOMOS considers that although it cannot be said with certainty that the Anishinaabe have for millennia lived in Pimachiowin Aki, nor that Pimachiowin Aki is the only landscape in North America that manifest ideas of people having a sacred responsibility to keep the land, its size and the strength of its traditions make it an exceptional example of a belief of universal significance.

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ICOMOS considers that this criterion has been justified.

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ICOMOS considers that the nominated property meets criteria (iii) and (vi) and that the conditions of authenticity and integrity have been met.

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#### **4 Factors affecting the property**

New all-weather roads are being planned within the property in response, it is stated, to worsening climatic conditions, in order to try and address the high cost of staple foods being transported into the area, to provide jobs for locals and to promote tourism.

The main construction is a new all-season road that will run on the east side of Lake Winnipeg, for some 200 kilometres inside the nominated property. This East Side road will replace the existing winter road network which currently extends through and beyond the nominated area. The road will link the four Manitoba First Nation communities of Pimachiowin Aki, and the neighbouring First Nation community of Berens River, with the existing all-season road system to the south.

This is a long-term project. Work has already started and the road reached Bloodvein River, the southernmost First Nation in Pimachiowin Aki in 2012, and is scheduled to reach all other communities by 2040.

Although some road construction is necessary for the wellbeing of the communities, ICOMOS considers that its environmental impacts should be carefully assessed and checked by high-quality planning, fitting the road into landscape and minimising its disruptive effects to wildlife and traditional land uses. This might involve higher than normal costs.

The socio-cultural impacts of new roads should be also assessed, including the effects of increased accessibility on the communities and on the road corridors, and particularly on potential tourism development.

While commercial forestry is now prohibited within the nominated area, small scale community-based commercial forestry is allowed in limited areas of the buffer zone.

Forest management plans for the potential commercial forestry on parts of the buffer area have been developed by communities to protect both natural and cultural heritage.

There is no mining in the nominated area and mineral exploration and mining development are not allowed in the community land-use plans. However, in parts of the buffer zone there are pending mineral claims. Should these be revived, mining activity would have to be approved by the First Nation on whose traditional land it would take place, as well as by the provincial government.

Two small areas identified decades ago by the province for low-medium mineral potential in the eastern buffer zone are unlikely to be developed. This was confirmed by representatives at high levels in the Province of Manitoba which has full supported the nomination. Gold mining already occurs in Red Lake outside the buffer zone. It is not legally possible to ban mining in the adjacent areas. Stronger preventive measures to mitigate the environmental impacts of mining beyond the buffer zone are suggested in the nomination dossier, for instance a strict permit procedure involving control by First Nations.

For the segments of the all-season road within the nominated area, small gravel quarries related to road construction are designated through mandatory community-based processes along the road corridor.

Development within the nominated area is also associated with tourism activities such as canoeing and fishing. The building of lodges without negotiation or formal permission is still a cause for resentment by the First Nations, as well as the overuse of certain fish stocks by tourists. The current scale of development, however, remains modest with the number of visitors around 2,000 per year, but the all season road project is expected to facilitate more arrivals.

The First Nations express their willingness to develop sustainable tourism in a limited way, under their own control, through providing their own services and interpretation centres and by offering guiding to selected sites. Interviews by the ICOMOS technical evaluation mission with Anishinaabe and non-indigenous owners of fishing and hunting lodges indicated that guests' desire for more "authentic" experiences with First Nation people and traditions. The biggest tourism pressure is expected to be the Atikaki Provincial Park, the most accessible

part of the nominated area. Only Bloodvein River will welcome tourism to its entire reserve area.

Associated with the all-season road project, small scale, tourism oriented facilities are being built to accommodate visitors such as a boat launch and associated parking area and camping area in order to contain social and environmental impacts. Campsite systems are in place in Woodland Caribou and Atikaki provincial parks within the nominated area. In conjunction with the First Nation communities, the provincial parks have developed river warden and land warden programs that place local young people in areas frequented by tourists to build capacity and foster cultural engagement.

The potential threat of Hydro-electric power transmission lines has been added in the revised nomination dossier at the request of the recently elected government of Manitoba.

Any suggestion though that hydroelectric power lines may even be considered, appears to be contrary to statements that logging, mining, and hydroelectric development are prohibited in the nominated area by means of legislation. Large high voltage power lines would have an impact on the integrity of the landscape both in visual and associative terms.

Under integrity section of the nomination dossier, there is confirmation that the area is free from threats of hydroelectric development and that waterways, the lifeblood of *aki*, are free of dams and diversions. Although the nomination dossier stresses the fact that consultation would take place with first Nation communities, it is not clear why this is needed if hydro-electric development is not allowed in the nominated area. If however hydro-electric power lines are not considered to be part of hydro-electric development, this omission needs to be addressed.

Each of the four First Nations has their own distinct tradition, including their unique and thriving dialects. Some of the teachings and skills have been lost or weakened and are being re-learned. The extensive recording of oral history and its codifying into educational programmes and tourist interpretation is an important cultural process, and care needs to be exercised to protect the use of this knowledge, and also to avoid a situation in which a corpus of recorded and distributed 'frozen' tradition may partly substitute living tradition as the basis of Anishinaabe identity.

Threats may also come from the commercial heritage industry, 'disneyfication', or from substitution of genuine Anishinaabe traditions by a "pan-Indian" contemporary faith for therapeutic purposes (already occurring in some other areas).

The ability of the First Nations to sustain their culture is also under some threat from socioeconomic and health issues and by acculturation. The former include extremely high unemployment, and health problems.

Climate change may increase the likelihood of forest fires, an essential ecosystem process in the boreal forest. Provincial fire management regimes include cultural heritage and environmental factors such as endangered species into their response plans. The preferred option is to allow fires to fulfil their ecological role.

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ICOMOS considers that the main threats to the property are possible hydro-electric power lines, the physical and indirect developmental impacts of roads, rapid expansion of tourism, the loss of traditional knowledge and increased acculturation.

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## **5 Protection, conservation and management**

### **Boundaries of the nominated property and buffer zone**

The proposed boundaries encompass three provincial protected areas (Woodland Caribou and Atikaki Provincial Parks and Eagle-Snowshoe Conservation Reserve) as well as all the designated protected areas determined through community-led land use planning by the four Anishinaabe First Nations. The boundaries are not visually delineated on the ground due to the enormity of the proposed area and the similar and intact landscape of the surrounding buffer zone. For the inhabitants of the nominated area and those of the buffer area, the boundaries are apparent because they conform to trap lines. These boundaries are also mapped and recorded in law to designate the territory of the four Anishinaabe First Nations of Pimachiowin Aki.

The boundaries have been defined by each community in a slightly different way. Little Grand Rapids and Pauingassi have included most of their planning areas, leaving smaller areas in adjacent management area buffers, whereas Poplar River and Bloodvein River have included all the lands in their planning areas within the nomination. While this reflects the relative autonomy of the First Nations, it leads to a certain inconsistencies for the property overall that could be reviewed further in the future.

The cultural landscapes of the partner communities stretch beyond the nomination boundary, and those of neighbouring non-partner First Nations partly overlap with those inside. Thus there are likely to be elements reflecting different values in the nominated area, and in the buffer zone – especially along the cultural waterways.

Exclusions to the nominated property include areas within those of neighbouring First Nations where land use planning is pending, limited areas with presumed low-medium mineral potential, areas with potential for commercial community-based forestry, and small shoreline settlements and offshore islands in Lake Winnipeg.

The boundaries are thus not complete in terms of encompassing the lands of all four First Nations. However given the large area concerned, and the information provided by the State Party concerning the process by which the boundaries were determined, the boundary is considered adequate.

The large buffer zone surrounding the property is covered by multiple, complementary regulatory regimes that buttress the community-based land management systems and is adequate.

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

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#### **Ownership**

All the nominated area is government owned.

#### **Protection**

The only federal designations in the nominated area is the designation of the Bloodvein River as a Canadian Heritage River. Heritage protection for the nominated property takes place mainly under provincial rather than federal legislation. In addition there is supportive "enabling legislation" at federal and provincial levels relating to protecting species at risk, regulating resources and development, as well as to public consultation on proposed land-uses.

The vast majority (c. 99.98 %) of the nominated property is protected under provincial legislation that recognizes the designated protected areas identified in the First Nation land use plans and provincial parks legislation (provincial parks legislation applies to three provincial protected areas). The four First Nation settlements make up the remainder of the nominated area (c. 0.02 %) and are covered by Canada's Indian Act. Additional national and provincial legislation applies, for example, to Lake Winnipeg, several rivers and with regards to specific terrestrial and aquatic species.

The entire nominated area is protected from all commercial logging, mining, and the development of hydroelectric power, oil and natural gas. Similar protections cover the management areas of the buffer zone.

There does appear to be a possible loophole in the legislation in relation to hydro-electric power lines. The revised dossier mentions the possibility that if hydro-electric generation capacity expand in the future new transmission and conversion facilities may be required within the nominated area. In such an eventuality, it is

stated that regulatory approval would be needed under the Environment Act, and authorization needed for the use and occupancy of Crown land. This implies that hydro-electric power lines do not form part of hydro-electric development which is not allowed by law. Such a loophole needs to be closed as high voltage power lines would be inappropriate within the Pimachiowin Aki landscape and impact adversely on the attributes of the proposed Outstanding Universal Value.

The four First Nation communities have strong traditional mechanisms of protection that draw from the cultural tradition of Keeping the Land. The commitment to these mechanisms and their expression led to the signing of the First Nations Accord in 2002, which created the impetus for developing the first nomination.

In most cases the protection is primarily for nature conservation but the park legislation allows cultural heritage to be taken into account.

Jurisdiction over public lands is in principle shared between the federal government, the provincial governments of Ontario and Manitoba and the four First Nations of the Accord. Aboriginal and Treaty rights are protected under section 35(1) of Canada's Constitution Act, 1982. Treaty rights of the Pimachiowin Aki First Nations are set out in Treaty 5 (1875). Federal or provincial legislation that affects the exercise of Aboriginal or Treaty rights will be valid only if it meets the test established by the Courts for justifying an interference with a right recognized and affirmed under s. 35(1).

As the nominated area is divided by the provincial border, ensuring the effectiveness of protection requires a common management policy for the two provincial governments. ICOMOS notes that plans are underway to form an interprovincial park out of Atikaki and Woodland Caribou parks, pointing the way to a cooperative management approach between the provinces.

ICOMOS considers that current levels of protection are effective against foreseeable negative development impacts, although procedures for solving eventual conflicts over land use and conservation remain untested. Such conflicts could arise over hunting regulations, licences for tourism development or distribution of benefits.

The buffer zone has some degree of protection and neighbouring First Nations participate in land use decision-making in its area.

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ICOMOS considers that the legal protection in place is mainly adequate but needs to be strengthened to ensure hydro-electric power lines are not constructed across the property.

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## Conservation

The state of archaeological evidence is in general good. Typical archaeological sites along the watercourses are still easily identifiable in the landscape. Only a few of them have yet been excavated. Wear and tear from tourism or traditional land uses is minimal.

The pictographs, painted by red ochre with sturgeon oil as binding agent appear in some cases to be of prehistoric origin. The pictographs from different periods have been extensively documented and studied. They are mostly well preserved, considering that they are found in places beneath the high water mark. The state of preservation does however vary.

In terms of other structures (traps, smoking racks, marking poles etc.) modified landscapes (wild rice paddies, burned-over grassy shores), most are ephemeral and the buildings (cabins, campsites) of fairly recent origin. In the community settlements some intrusive buildings and structures, such as relay masts, airstrips, sewage treatment plants or gravel pits may be detected. However, due to the small size of the communities their impact remains limited.

Preservation of the natural environment allows for the continuation of hunting, trapping and fishing, and this is well protected.

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ICOMOS considers that the state of conservation of the nominated property is satisfactory.

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## Management

Management structures and processes, including traditional management processes

There are relatively few changes in the revised nomination to the way the nominated property will be managed. The legislative processes of both provinces support land management planning by the First Nations. The application of traditional stewardship approaches in planning and decision-making is facilitated by the Pimachiowin Aki Corporation (representing all four First Nations and both provincial governments).

Pimachiowin Aki and its traditional management continue to be interwoven and based on a commitment to the 2002 *Protected Areas and First Nation Resource Stewardship: A Cooperative Relationship Accord* founded on the principals and practice of Keeping the Land.

Individual Land Management Plans of each First Nation and provincial park partners inform the overall Pimachiowin Aki Management Plan.

This plan is now evolving into a Strategic Plan to guide the effective delivery of core programmes, practice excellent governance, and exercise financial sustainability. Core programmes include safeguarding cultural heritage; conserving and understanding

ecosystems and species; supporting sustainable economies; informing and educating the public; coordinating monitoring and reporting; and supporting community-based initiatives. Proposed objectives and actions enter a filtering process before becoming actions on an annual work plan. The Strategic Plan follows the Adaptive Management Framework and Cycle presented within the nomination.

In terms decision-making, a unified process occurs at the local level through traditional management processes, and by First Nations and the provincial governments through their respective land management and planning processes. The effectiveness of the consensus-based and cross-cultural process system continues to be tested with successful outcomes.

The current fixed 'trap line system' to control hunting was introduced in the 1940s by the provincial governments together with harvest quotas. It is based on traditional tenure of families or groups of families. Prior to the trap line system, harvesting was not strictly regulated, although harvesting areas were associated with particular groups. Now a permit from the officially registered head trapper is mandatory. The head trapper is a non-hereditary position although often it remains within certain families. At the community level the Elders have a decisive say in the control of traditional land use. Besides them, there are elected councils and chiefs as well as community planners.

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

The property has an overall management plan that brings together key elements of the four First Nation land use plans and the park management plans of the three provincial protected areas. The management plan and series of legal protections uphold the practices associated with the traditional land management system embedded in Keeping the Land. The management plan is a high level plan and relates to more detailed planning for the designated protected areas including in the buffer zone for which those for the recently enlarged buffer zone area are still underway.

Since the first nomination, all of the community land use and management plans have been approved as follows: Poplar River 2011, Bloodvein River 2008, Little Grand Rapids 2012, Pauingassi 2012. Land use plans/strategies have been approved/last amended as follow: Little Grand Rapids 2011, Pauingassi 2011, and Bloodvein 2014. There is also a Woodland Caribou Signature Site Management Plan approved in 2007 and an Atikaki Provincial Park Management Plan approved in 2008.

To clarify the management system, as it relates to decision making, ICOMOS requested the State Party to develop a statement which outlines the protocol for decision making. This reflected the slightly reactive focus

of the overall management plan and acknowledged the need to make it more proactive.

The plan could also be strengthened to address socio-economic issues by promoting diversification and strengthening of economies, and through the development of action plans to address specific aspects such as visitor management, to ensure it is sustainable in terms of the landscape and its spiritual associations, is under the control of the communities, and offers benefits to them.

The effectiveness of the complex and integrated management system should be carefully monitored over time.

Financial support, independent of the operational budgets of the provincial parks and the supporting network of Non-Governmental Organisations (NGOs) and private local and regional businesses associated with Pimachiowin Aki, comes from annual grants from Manitoba and Ontario, substantial in-kind support from many of the partners, and a conservation trust fund. Additional funding from public and private sources is anticipated.

Involvement of the local communities

Involvement of the four First Nations totally underpins this nomination.

While the overall approach for the management of the property appears to be appropriate for the values of this area, so far the integration is at a general level and needs to be made more specific. In order to allow the possibility of consensus at different levels over land use planning and management, the management plan needs to harmonise zoning principles and concepts for land-use in the various component plans and to provide more defined action plans.

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ICOMOS considers that the management system for the property is adequate but the overall management plan should be developed further to address specific overarching themes such as socio-economic development, visitor management, and interpretation, and to provide detailed action plans that harmonise zoning principles and concepts for land-use in the various component plans.

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## 6 Monitoring

Research activity has extensively documented the Anishinaabe oral history and place-related traditions since the 1930s. More recently, place-related traditions have been collected in the context of First Nations land use planning into GIS databases.

While numerous examples of sacred and ceremonial sites, habitation and processing sites, harvesting sites, travel routes, and named places are well inventoried,

some additional tangible heritage assets are less well understood, inventoried, and represented in the nomination. The Pimachiowin Aki Corporation is undertaking further community based cultural research.

Key indicators are described in the nomination dossier with timelines and responsible authorities. The indicators are for fire regimes, hydrology, intactness, species diversity, community benefits (involvement in tourism), public understanding and appreciation of culture (educational programmes, media stories, web traffic, and info requests), governance / leadership (implementation of land use plans), culture (language use and retention), archaeological sites (integrity of sites) and traditional land use (level of trapping).

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ICOMOS considers that the key indicators are satisfactory.

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## 7 Conclusions

The nomination of Pimachiowin Aki has been driven by the First Nations in order to achieve recognition of their desire to sustain a living, working engagement with their all-encompassing natural and ancestral landscapes, and for their role in maintaining waterways and forests.

Since 2002, initially five First Nations of Pimachiowin Aki, and more recently four, have come together to develop a cooperative First Nations Accord that aims to strengthen mutual support. The Accord was subsequently extended to a partnership with provincial planning authorities that developed the nomination and aims to develop alternative sources of income for the communities.

The strength of the Pimachiowin Aki partnership has been demonstrated through the commitment and resolve of the elders to revise and resubmit the nomination after first deferral and then referral back decisions of the World Heritage Committee.

The main focus of the original nomination was to sustain the essential role that the Anishinaabeg play in sustaining the Boreal Biome. As natural criteria cannot acknowledge the cultural value of communities in supporting natural value, the World Heritage Committee requested the State Party to explore whether the spiritual relationship with nature that has persisted for generations between the Anishinaabe First Nations and Pimachiowin Aki, might be considered exceptional and could be seen to have the potential to satisfy one or more of the cultural criteria.

The second revised nomination did just that and put forward detailed descriptions and discussion of the specific cultural heritage practices of the Anishinaabeg, and how their profound respect for all living forms leads them to sustainable use of natural resources, and to deriving spiritual succour from them.

In the second nomination, the comparative analysis demonstrated that it is not only in Pimachiowin Aki that the cultural concept of Keeping the Land is still resilient as a guiding force for communities, but it did also show how Pimachiowin Aki is an exceptional example of the way one group of communities manifest this practice, in an extensive natural landscape of multi-layered forest, particularly through the use of waterways and through perpetuating their traditions of customary governance. It also left open the possibility that other landscapes reflecting different nuanced approaches of Keeping the Land might be considered for the World Heritage list in the future.

ICOMOS considers that the third nomination has demonstrated that a reduction in area resulting from the withdrawal of one of the First Nations has impacted on the extent and scope of attributes, but that the pervasive tradition of Keeping the Land across each of the four First Nation communities is sufficiently strong to allow it still to be seen as an exceptional manifestation of this practice.

What has also become clear from the last two revised nominations is that the Anishinaabeg could be characterised as water people rather than forest people, as the waterways that cut through the forest are their lifeblood in allowing fishing, hunting, trapping and also some cultivation along the banks. The forest is the wider canvas of their activities, its resources used judiciously for medicine, for some hunting and nurtured through allowing wildfires that bring new plant life – all of which benefit the communities.

In terms of the long association of the Anishinaabeg with the landscape, the nominations have raised the issue as to whether there is evidence for the assertion that they have been associated with the Pimachiowin Aki landscapes for over 7,000 years, as is suggested in the nomination dossiers. On the basis of archaeological evidence, there has been habitation in the area from the end of the last Ice Age. Historical evidence is less clear cut though on whether the same people have been in the area or there has been migration of various peoples around the common Shield area over time (as discussed above under History).

ICOMOS considers that as the Cree and Ojibwe are very closely related, including linguistically, as both are part of the entire Shield common area, and as both have lived in the wider area over thousands of years, probably in an ever changing dynamic, with some groups living close to each other and some further apart, then Pimachiowin Aki could be said to be both Anishinaabe and Cree, with the Anishinaabeg being the current 'caretakers'. Pimachiowin Aki was an area previously shared by the Anishinaabeg and Cree, but, under the influence of the western ideas of land ownership, it came to be assigned to the Anishinaabeg.

## 8 Recommendations

ICOMOS recommends that the World Heritage Committee adopts the following draft decision, noting that this will be harmonised as appropriate with the recommendations of IUCN regarding their evaluation of this mixed site nomination under the natural criteria and included in the working document WHC/18/42.COM/8B.

### Recommendations with respect to inscription

ICOMOS recommends that Pimachiowin Aki, Canada, be inscribed on the World Heritage List as a cultural landscape on the basis of cultural **criteria (iii) and (vi)**.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

Pimachiowin Aki, part of the ancestral lands of the Anishinaabeg people at the headwaters of the Berens, Bloodvein, Pigeon and Poplar rivers, is an exceptional example of cultural tradition of *Ji-ganawendamang Gidakiiminaan* (Keeping the Land) that involves honouring the Creator's gifts, observing respectful interaction with *aki* (the land and all its life), and maintaining harmonious relations with other people.

The forest landscape, dissected by free-flowing rivers, lakes and wetlands, includes portions of the lands of four Anishinaabe First Nations: Bloodvein River, Little Grand Rapids, Pauingassi, and Poplar River First Nations and extends to 2,904,000 square kilometres. It encompasses slightly less than a quarter of the lands occupied by Anishinaabeg peoples.

The Anishinaabe world view of a symbiotic relationship between people and nature attributes animacy to objects in the natural world giving meaning to peoples' existence in this environment over time and through the seasons.

Today, within Pimachiowin Aki, Anishinaabeg are based in four small permanent Anishinaabe communities, and they are highly mobile and make use of waterways and a complex network of often impermanent interlinked sites, routes and areas in this extensive natural landscape of multi-layered forest, to harvest animals, plants and fish, consistent with their traditional practices and Treaty rights.

Ancient and contemporary livelihood sites, habitations and processing sites, travel routes, named places, trap lines, widely dispersed across the landscape reflect the way they and their Indigenous ancestors have made use of this and adjacent landscapes for over 7,000 years, while being sacred and ceremonial sites.

Pimachiowin Aki thus expresses an outstanding testimony to the beliefs, values, knowledge, and practices of the Anishinaabeg that constitute *Ji-ganawendamang Gidakiiminaan*; the persistence of

Anishinaabe customary governance ensures continuity of these cultural traditions across the generations.

**Criterion (iii):** Pimachiowin Aki provides an exceptional testimony to the continuing Anishinaabe cultural tradition of *Ji-ganawendamang Gidakiiminaan* (Keeping the Land). *Ji-ganawendamang Gidakiiminaan* guides relations between Anishinaabeg and the land; it is the framework through which the cultural landscape of Pimachiowin Aki is perceived, given meaning, used and sustained across the generations.

Widely dispersed across the landscape are ancient and contemporary livelihood sites, sacred sites and named places, most linked by waterways that are tangible reflections of *Ji-ganawendamang Gidakiiminaan*.

**Criterion (vi):** Pimachiowin Aki is directly and tangibly associated with the living tradition and beliefs of the Anishinaabeg, who understand they were placed on the land by the Creator and given all they need to survive. They are bound to the land and to caring for it through a sacred responsibility to maintain their cultural tradition of *Ji-ganawendamang Gidakiiminaan* (Keeping the Land).

This involves ceremonies at specific sites to communicate with other beings, and respect for sacred places such as pictograph sites, Thunderbird nests, and places where *memegwesiwag* (little rock people) dwell, in order to ensure harmonious relations with the other spirit beings with whom Anishinaabeg share the land, and to maintain a productive life on the land.

The beliefs and values that make up *Ji-ganawendamang Gidakiiminaan* are sustained by systems of customary governance based on family structures and respect for elders, and through vibrant oral traditions that are tangibly associated with intimate knowledge of the land through named places that serve as mnemonic prompts, including locations of resources, travel routes, and the history of Anishinaabe occupation and use.

The size of Pimachiowin Aki and the strength of these traditions make it an exceptional example of a belief that can be seen to be of universal significance.

#### Integrity

Pimachiowin Aki is of sufficient size to encompass all aspects of Anishinaabe traditional livelihood activities, customary waterways, traditional knowledge of the landscape and seasonal rounds of travel, for hunting, trapping, fishing and gathering, and sacred sites, (although some of these extends beyond the boundaries), and includes sufficient attributes necessary to convey its value.

The key attributes are considered to be highly intact. The whole property is protected from commercial logging, mining, and hydroelectric development, and all its waterways are free of dams and diversions. Patterns of traditional use (fishing, gathering, hunting and trapping) and veneration of specific sites by the Anishinaabe First

Nations have developed over millennia through adaptation to the dynamic ecological processes of the boreal forest, and appear to be ecologically sustainable.

The vastness of Pimachiowin Aki and of its buffer zone provides a sufficiently large area to enable the continuity of the living cultural tradition of *Ji-ganawendamang Gidakiiminaan*.

The very limited infrastructure includes a few power lines, seasonally functional winter roads, and the all-season East Side Road (under construction). All of these are subject to numerous protections concerning development.

#### Authenticity

The ability of the landscape to reflect its value relates to the robustness of the cultural traditions that underpin spiritual, social and economic interactions and their ability to function fully in relation to the adequacy of natural resources, as well as to the necessary freedom of movement needed for communities to respond to changing seasons and environmental conditions.

Sites in the landscape (such as archaeological sites, sacred sites, waterways and hunting and harvesting sites) remain in use to a degree that the landscape reflects adequate interactions over time, and relates to the ability of the Anishinaabe communities to maintain their traditions across their vast landscape.

In order to maintain authenticity, sustaining the resilience of these traditions will need to be an overt part of the management of the property.

#### Protection and Management requirements

Heritage protection for the property takes place under provincial legislation. In addition there is supportive "enabling legislation" at federal and provincial levels relating to protecting species at risk, regulating resources and development, as well as to public consultation on proposed land-uses.

The vast majority (c. 99.98 %) of the property is protected under provincial legislation that recognizes the designated protected areas identified in the First Nation land use plans and provincial parks legislation (provincial parks legislation applies to three provincial protected areas). The four First Nation settlements make up the remainder of the World Heritage area (c. 0.02 %) and are covered by Canada's Indian Act. Additional national and provincial legislation applies, for example, to Lake Winnipeg, several rivers and with regards to specific terrestrial and aquatic species. In most cases the protection is primarily for nature conservation but the provincial park legislation allows cultural heritage to be taken into account.

The entire World Heritage area is protected from all commercial logging, mining, peat extraction, and the development of hydroelectric power, oil and natural gas. Similar protections cover the management areas of the buffer zone.

The four First Nation communities have strong traditional mechanisms of protection that draw from the cultural tradition of Keeping the Land as articulated in the First Nations Accord, 2002.

The legislative processes of both provinces support land management planning by the First Nations. The application of traditional stewardship approaches in planning and decision-making is facilitated by the Pimachiowin Aki Corporation (representing all four First Nations and both provincial governments).

The property has an overall management plan that brings together key elements of the four First Nation land use plans and the park management plans of the provincial protected areas. The management plan and series of legal protections uphold the practices associated with the traditional land management system embedded in *Ji-ganawendamang Gidakiiminaan*. The management plan is a high level plan and it relates to more detailed management plans and land use strategies that are in place for the four First Nations' areas.

The plan could be made more proactive and strengthened to address socio-economic issues by promoting diversification and support for local economies, and through the development of action plans for specific aspects such as visitor management, to ensure it is sustainable in terms of the landscape and its spiritual associations, is under the control of the communities, and offers benefits to them.

The effectiveness of the complex and integrated management system should be carefully monitored over time.

#### **Additional recommendations**

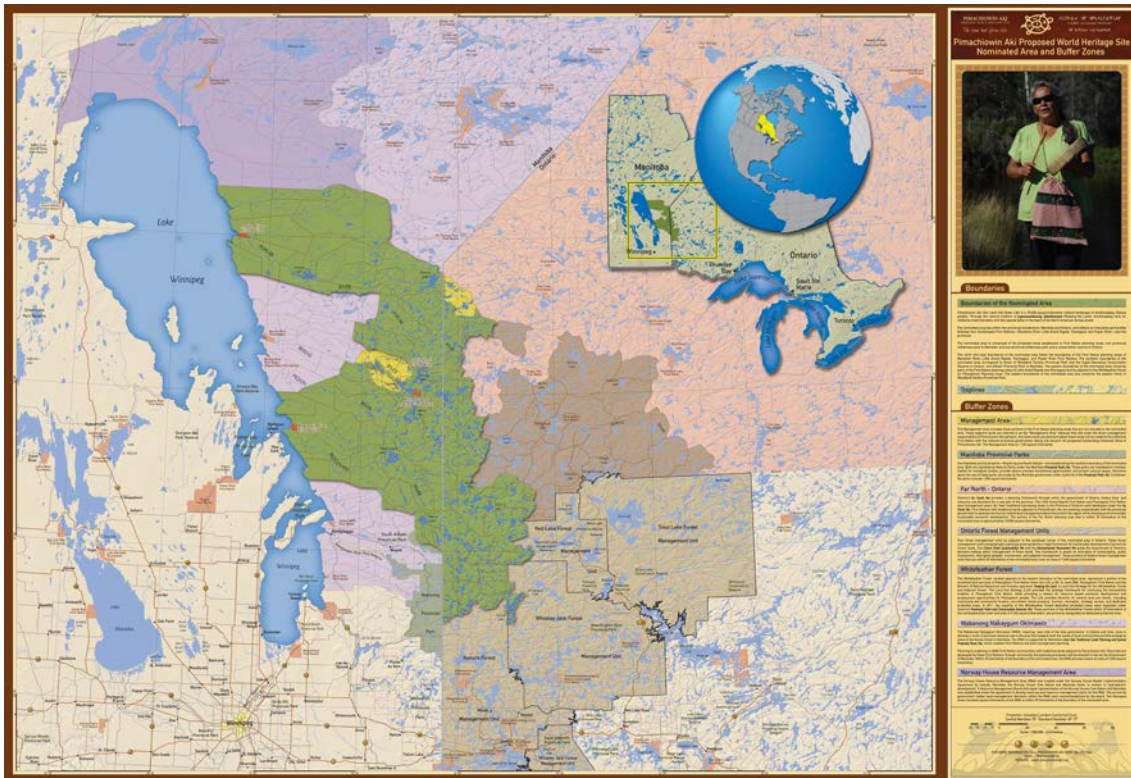
ICOMOS further recommends that the State Party give consideration to the following:

- a) Continue to strengthen the overall management plan, and make it more proactive by:
  - o Actively promoting and strengthening the partnerships between communities and provincial authorities,
  - o Addressing specific over-arching themes such as socio-economic development, diversification and support for local economies,
  - o Developing action plans for specific aspects such as visitor management, to ensure it is sustainable in terms of the landscape and its

spiritual associations, is under the control of the communities, and offers benefits to them,

- o Harmonising zoning principles for land-use in the various component plans,
- b) Ensure regular monitoring of the effectiveness of the management plan as a proactive tool for the benefit of communities,
- c) Strengthen legal protection to ensure that hydroelectric power-lines do not cross the property;

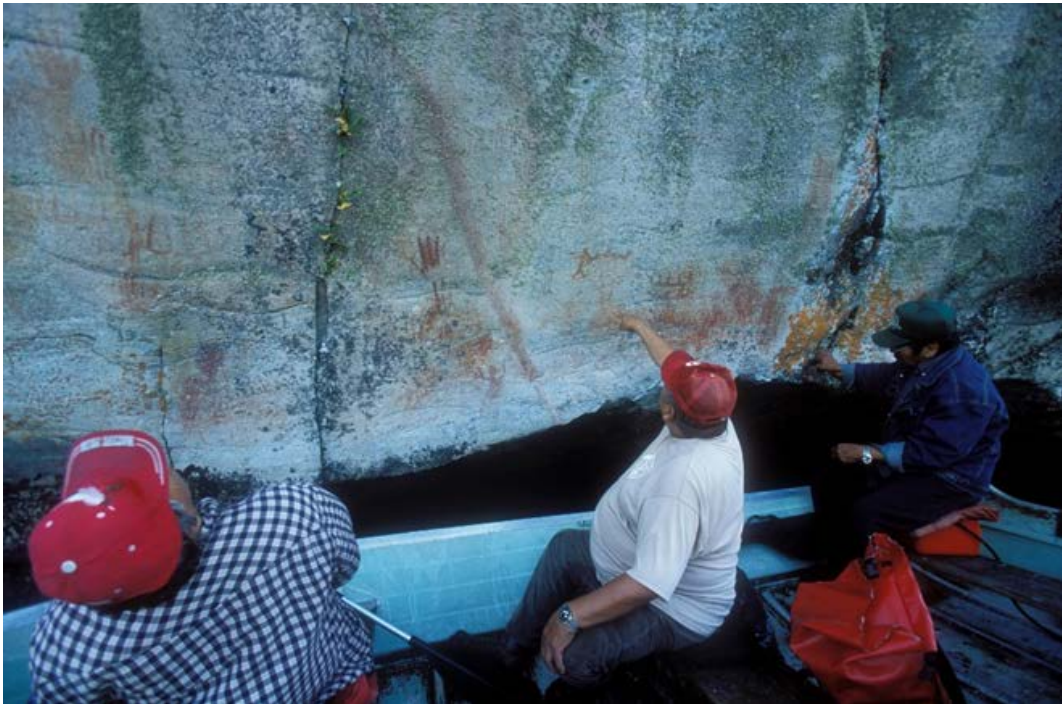




Map showing the boundaries of the nominated property



Lake and "tea kettles"



Rock art



### **III Mixed properties**

#### **A Europe – North America**

Nomination referred back by previous sessions of the World Heritage Committee

#### **B Latin America - Caribbean**

New nomination



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## Chiribiquete National Park (Colombia) No. 1174

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### Official name as proposed by the State Party

Chiribiquete National Park – “The Maloca of the Jaguar”

### Location

Townships of Cartagena del Chairá, San Vicente del Caguán and Solano  
Department of Caquetá  
Township of Calamar  
Department of Guaviare  
Colombia

### Brief description

Located in the north-western Colombian Amazon, Chiribiquete National Park is the largest protected zone in Colombia. Dating from 20,000 BCE to the present day, 75,234 paintings have been identified on the walls of 60 rock shelters at the foot of *tepuis*. Linked to a purported jaguar cult, scenes of hunting, battles, dances and ceremonies involving shamans are painted. The indigenous communities, although not directly present on the site, consider the region as sacred. Chiribiquete is today visited by voluntarily isolated indigenous groups who probably still paint the shelter walls.

### Category of property

In terms of categories of cultural property, as defined in Article One of the World Heritage Convention of 1972, this is a *site*.

[Note: The property is nominated as a mixed site (cultural and natural). IUCN will assess the importance of the natural values, and ICOMOS the importance of the cultural values.]

## 1 Basic data

### Included in the Tentative List

27 September 2012

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

31 January 2017

### Background

The property had been submitted for examination by the 29th session of the World Heritage Committee (Durban, 2005), under the name “Serranía de Chiribiquete Natural National Park”, on the basis of criteria (i), (iii), (vi), (vii), (viii) and (x).

The State Party had withdrawn its nomination before examination by the World Heritage Committee (29 COM 8B.3).

### Consultations

ICOMOS consulted its International Scientific Committee on Rock Art and several independent experts.

### Technical Evaluation Mission

A joint ICOMOS / IUCN technical evaluation mission visited the property from 8 to 16 October 2017.

### Additional information requested and received by ICOMOS

A letter was sent by ICOMOS on 22 September 2017 to the State Party, requesting additional information on the description of the property, the conditions of authenticity and the comparative analysis. A reply was received on 1 November 2017 and the information provided has been included in this report.

An intermediate joint ICOMOS / IUCN report was sent to the State Party on 20 December 2017, requesting additional information on the justification of Outstanding Universal Value, the comparative analysis, documentation and maps, the involvement of local communities and the rights of indigenous populations, financial resources and safety measures for the site. The State Party replied to these requests on 27 February 2018. The information provided has been included in the appropriate sections of this evaluation report.

### Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

Chiribiquete National Park is located in the central part of the Colombian Amazon, straddling the departments of Caquetá and Guaviare. It covers a surface area of 2,782,354 hectares, to which the State Party added in 2013 a buffer zone of 3,989,682.82 hectares, giving a total surface area designated for nomination of more than 6 million hectares (6,772,036.82 ha to be precise).

The region is, however, sparsely populated. The department of Caquetá is mainly occupied by indigenous communities of Andaquíes, Coreguajes, Karijonas, Macaguales and Uitotos. The groups present speak languages from some twenty different linguistic families.

The natural environment of Chiribiquete National Park is typically Amazonian, and is extremely rich in terms of biodiversity. But one of the most significant characteristics of Chiribiquete National Park, perhaps more than its fauna and flora, is the presence of *tepuis*. Tepuis (“tepui” is a word of indigenous American origin signifying “mountain”) are limestone table-top mountains with vertical or sharply-sloping faces, which dominate

the Amazonian forest. At Chiribiquete, there are more than 75,234 pictographs identified today on the walls of 60 rock shelters of different sizes, around the feet of the *tepuis*.

The largest concentration of documented shelters is in the northern part of the park, especially in the zone near the River Ajáju and its tributary, the River Negro. Rock art sites have also been identified, though fewer in number, in the centre and south of the national park. Most of the rock shelters studied have a north-south orientation. Some have apparently been painted to face the rising sun, and others the setting sun, which is interpreted in the nomination dossier as having cosmogonic value. Most of the shelters are situated in the middle part of the rocky scarp slopes at an altitude of 500 to 700 metres.

Although red mineral colorant provides the dominant colour, ochre, white and black also appear in some figures. There are also several rock engravings. They include geometric figures (some of which are interpreted as representations of the sun, the moon, and the constellations, including the Milky Way), zoomorphic representations (in order of importance: jaguar, deer, tapir and capybaras), and in some cases therianthrope representations (mythical beings that are part-human and part-animal, and are interpreted in the dossier as shamans), as well as objects and plants (which are assumed in the dossier to be psychotropic). It is noticeable that the animal figures are often larger and more detailed than the human ones, who are, in most cases, armed and relatively small. The scenes portrayed are interpreted as hunts, battles, dances and ceremonies, all of which are linked to a purported cult of the jaguar, as a symbol of power and fertility. Other predominant features of the ritual are the figure of the shaman, the psychotropic plants associated with the ceremonies, and cosmogonic figures (the sun and the moon).

Archaeological excavations, described in the dossier as directly associated with the rock paintings, have enabled 49 radiocarbon datings. The datings were used as the basis for the drawing up of a proposed chronological sequence of 20,000 years up to the present day. While the "Abrigo del Arco" site has been dated to 19,500 BCE, the other datings are more recent, mainly covering three periods: 5500-1500 BCE, 2500-1200 BCE, and 700-600 BCE. Only a few archaeological remains have been uncovered, most coming from upper levels and thus from more recent occupations of the sites. They consist of pottery shards and polished stone axes, attributed to the Karijona people, of Karib linguistic affiliation.

In view of the pictorial originality of the property, a specific Chiribiquete stylistic tradition has been defined. It is characterised by three phases (Ajáju, Guaviare and Papamene). During the Ajáju phase, dated at 20,000-10,000 BCE, the zoomorphic and phytomorphic representations are highly realistic and detailed. The

jaguar, of larger dimensions, is said to be the central figure of the compositions, unlike the schematic anthropomorphic representations that are in most cases armed. Circles and spirals on the abdomens of the human figures are interpreted as being a symbol of the sun and of the life force of the jaguar, and referring to Malaké ritual. Representations of psychotropic plants assumed to be associated with the shamanic ritual are also present.

Practices of these types, documented by rock art, are said to reflect a coherent system of millennia-long sacred beliefs, establishing the organisation of and explaining the relations between the cosmos, nature and man. Many specific areas in the region are held to be sacred by several populations. In the oral traditions of the Karijonas, Andoques, Uitotos, Cabiariés, Yukunas, Matapís, Bora-mirañas, Tanimukas, Kubeos, Desanas and Tukanos there are references to Chiribiquete as the "Casa Grande de los Animales" (Great Home of the Animals) and its sacred and mythical nature. The nominated property is surrounded by seven indigenous reserves. In the additional information provided on 1 November 2017, the State Party stresses that there is not necessarily any direct interaction between the nearby indigenous reserves and the nominated property or the rock art sites. The communities in the reserves consider the property and its *tepuis* as sacred places: no-one can interfere with them or visit them, even in their thoughts, without giving rise to serious spiritual consequences.

Furthermore, Chiribiquete is still today visited by indigenous groups who have not yet been contacted. According to the datings, fragments of cave paintings have been found in very recent layers, from the second half of the second millennium AD (although this raises the issue of the limits of carbon 14 dating). The latest scientific expeditions in 2015 and 2016 led to the discovery of very recent cave paintings, ritual burners and human footprints, clearly of indigenous origin. The nomination dossier attributes these traces to indigenous populations who remain voluntarily isolated in the forest. Research suggests that these isolated groups could be Karijona, between the Rivers Ajáju and Macaya; a Karijona or Murui group, between the Rivers Luisa and Yari; an Urumi group in the upper reaches of the Rivers Mirití, Yavilla and Metá; and a Murui group, between the Rivers Cuemaní and Sainí. In the additional information provided on 1 November 2017, the State Party suggests that these communities may live near the nominated property and not inside it, without there being any causal relationship between the recent pictorial activities and the isolated groups.

In response to the ICOMOS request, the State Party says the area of the traditional knowledge of the jaguar shamans of Yuruparí, included in the Representative List of the Intangible Cultural Heritage of Humanity, extends up to the eastern boundaries of the nominated property. Yuruparí rituals are still today observed in two reserves of indigenous people in the buffer zone (Nonuya de

Villazul and Mirití-Paraná). ICOMOS notes that ethnographic research must be undertaken to determine the relations that exist between the indigenous communities of the nominated property and the buffer zone and the traditional knowledge of the jaguar shamans of Yuruparí (its preservation, its practice and its transmission).

ICOMOS stresses that the problem is the lack of datable organic elements in the paintings, which means they cannot be directly dated. The nomination dossier mentions a painted rock fragment which fell from the wall and was found in the sediments, which has been dated to 20,000 BCE in the “*Abrigo del Arco II*”. ICOMOS considers that doubt may surround this single dating, particularly in view of the risks of disturbance of the archaeological context. ICOMOS notes that the chronological attribution of the paintings and the assertion of a continuous cave art sequence have not been satisfactorily demonstrated. The dating of around 20,000 BCE for the “*Abrigo del Arco II*” paintings still needs to be confirmed by other datings.

In the additional information, the State Party stresses that recent excavations at the foot of painted walls at La Lindosa, near Chiribiquete, have indicated dates of between 12,045 BCE and 320 BCE, although it has not been possible to link the rock art to the archaeological sequence. The State Party says that other dating techniques will be used to confirm this hypothesis, particularly rock art archaeomagnetic dating.

ICOMOS considers that, on the basis of the information currently available, the thesis of a specific local cultural tradition, to which the paintings and the pre-eminent position of the jaguar in the art of Chiribiquete bear witness, needs to be confirmed. In the additional information, the State Party notes that ethnographic surveys will take place in the buffer zone, particularly with Maku-Nukak groups.

### **History and development**

In the nomination dossier, Chiribiquete is described as one of the earliest sites of human settlement in South America, and the greatest concentration of pictographs in the Amazon, and indeed in the Americas, with 75,234 paintings. Dating from 20,000 BCE onwards, the cave art sequence is said to be continuous, and attributable today to Karib communities (Karijona) living in the outskirts of the park. Over the last millennium, the Karijona are said to have migrated from their original Guyanese territory to settle in the northwestern Amazon.

In the mid-16<sup>th</sup> century, the area was subject to early colonisation and expeditions motivated by the search for El Dorado. One such expedition was led by Philipp von Hutten, of German origin, who reached the Serranía de Chiribiquete in 1537, where he was repelled by the Karijona at the upper River Itilla. According to reports, hallucinating and sick, he saw in the distance a town with temples and palaces, which he took to be El Dorado. His vision was in fact of Chiribiquete.

In the middle of the 18<sup>th</sup> century, a group of Franciscan missionaries recorded their first meetings with members of the Karijona near the River Apaporis. Later, in 1782, Francisco Requena, a Spanish engineer and military official, explored the Rivers Cumaré, Mesai, Amú and Yará, and stated that the number of Karijonas in the area was close to 15,000. But the most accurate characterisation of this group was made by the German doctor, naturalist and anthropologist Karl Friedrich Philipp von Martius, who explored the southern section of Chiribiquete (near Araracuara) in 1810. He said that the Karijonas lived in the high parts of the *tepuis*.

Rubber extraction marked the beginning of colonisation processes in the townships of Solano, Cartagena del Chairá, San Vicente del Caguán and Calamar, from 1850 to 1890. As production diminished, the colonisers went downriver. In the case of Calamar, the earliest settlers occupied the land on the Unilla and Itilla rivers. These settlements became the colonisation fronts closest to Chiribiquete. At the time, the Karijona lived on the banks of the Cuñaré, Mesay, Amú and Yará rivers. Fleeing the rubber plantations, some groups of Karijonas, Yacunas and Uitotos moved upstream on the Yari River and took refuge in the Chiribiquete area. Following rebellions, the Karijonas were displaced in the early 20<sup>th</sup> century by Colombian and Peruvian rubber tappers. Theodor Koch-Grünberg, the German ethnologist, described the first struggles that took place in 1903. The members of the indigenous clans were killed or enslaved.

The site of Chiribiquete was discovered relatively recently, only thirty years ago. When flying over the area in 1986, Carlos Castaño-Urbe (Director of the National Park System of Colombia) noticed a mountain range that did not appear on the map. As a result, the “Serranía de Chiribiquete” was declared a national park on 21 September 1989, and then the first expeditions to the territory were organised (eight expeditions from 1991 to 2017). It was then that an inventory of the rock shelters containing art was drawn up. The first shelter, located on the Ajáju River, was named “*Abrigo de los jaguares*” (Shelter of the Jaguars) and other shelters were then studied.

## **3 Outstanding Universal Value, integrity and authenticity**

### **Comparative analysis**

The State Party compares the nominated property to other rock art sites on the World Heritage List, of which 30 are presented in a comparative table. Of the thirty sites, four are briefly presented and compared to Chiribiquete: Kakadu National Park (Australia), Rock Art of the Sierra of San Francisco (Mexico), Cueva de las Manos (Argentina) and the National Park of Serra da Capivara (Brazil). Although not included in the comparative table, the Facatativá Archaeological Park (Colombia) is also briefly described. With the exception of Serra da Capivara, none of these sites is directly

compared with the nominated property.

At the request of ICOMOS, the State Party compares, in the additional information provided in February 2018, the nominated property with Serra da Capivara and Brazilian rock art sites attributable to the Nordeste tradition. The State Party highlights the stylistic, thematic and cultural links with one of its sub-traditions (Seridó), which it considers to be related to the Ajáju phase of Chiribiquete. The distribution of these rock pictographs is said to be linked to the same cultural group.

ICOMOS points out that the number of declared sites for the Serra da Capivara in Brazil is roughly 300, which is considerably more than the number of sites in the Chiribiquete area. Although the creators of the pictographs and the period from which they date are still open to question, ICOMOS notes that this comparison of the rock art sites attributable to the Nordeste tradition does point to stylistic, thematic and cultural links.

ICOMOS notes that it is hard to fully assess the specificity of Chiribiquete in relation to the Brazilian sites, which have been closely studied for decades, because the state of research of the Colombian site is relatively recent.

The importance of a region from the viewpoint of rock art is not only measured by the number of sites it contains, but also by the quality of the information they can give us, by their artistic value, and – in rare cases such as Chiribiquete – by their role in the life of local communities.

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ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List.

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#### **Justification of Outstanding Universal Value**

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

- The nominated property and its rock art sites are characteristic of a biodiversity that is specific to the western Amazon basin, the Orinoco Basin and the Guyanese Basin.
- The rock art is of great artistic, technical and cosmogonic value, and bears witness to the indigenous communities that have occupied the Amazon for millennia.
- The rock art is associated with the earliest periods of human settlement in South America, perhaps around 20,000 BCE, with several subsequent periods of use.
- The rock art at Chiribiquete embodies a specific local cultural tradition. It bears witness to ancient shamanic practices closely linked to the regional flora and fauna, and particularly to the jaguar, as a symbol of power, fertility and strength.

- The property is considered to be a sacred ceremonial site and the centre of the world for communities of more than twenty indigenous linguistic families of the western Amazon basin, independently of their linguistic affiliation. References to the property have also been found in the ethnography of extinct ethnic groups.
- The property is a centre of cultural expression, education and dissemination of ecological and cultural knowledge for the western Amazon and perhaps also a site influencing other sites outside Amazonia and in the Guyanese Basin.
- The property represents one of the rare cases in which nomadic indigenous communities still live there today, voluntarily isolated and without contact with the modern world, and make rock paintings of pictographs reflecting ancient rituals with profound cosmogonic implications.

The chronological attribution of the paintings and the assertion of the existence of a sequence of rock art led ICOMOS to request that the State Party should revise its justification of Outstanding Universal Value, avoiding wording such as “the most ancient” and “the only one in the world”, and the State Party has done so. In the additional information provided on 27 February 2018, the State Party has also stated that other dating techniques will be used to confirm this hypothesis.

ICOMOS considers that the justification of Outstanding Universal Value is appropriate.

#### **Integrity and authenticity**

##### **Integrity**

The State Party reports that the property has been maintained in optimum condition in terms of conservation, as a result of its isolated location and the fact that ancestral cultural rules have restricted access and the painting of rock art. The sacred nature of the property has ensured a high level of territorial isolation over a very extended area, and this sacred status has not been disputed by any of the indigenous communities in the areas on the edge of the property. The State Party stresses that as the dynamics of peasant agricultural penetration have been restricted, the rock art sites have remained inaccessible. All the sites documented during the scientific expeditions are intact and untouched, except for present-day pictorial representations, which are probably attributable to indigenous communities living in isolated areas inside the property boundaries. The original rules and laws of the indigenous groups restricting access to the property, combined with the conservation measures devised by the State Party, mean that its integrity will continue to be protected.

In the additional information provided on 27 February 2018, the State Party states that the boundaries of the nominated property include the most significant natural and cultural attributes for the transmission of the proposed Outstanding Universal

Value, while making due allowance for the autonomy of the indigenous groups in the buffer zone and the agreements concluded with them. The State Party indicates that the SPNN (System of National Natural Parks), the ICANH (Colombian Institute of Anthropology and History) and the Colombian armed forces are collaborating with each other to maintain control of the property, and protect its buffer zone from deforestation and invasive production practices.

The strategies implemented include the promotion of eco-tourism in the neighbouring region of La Lindosa, as a way of easing pressure from tourism inside the park; the creation and enlargement of reserves for indigenous groups; and the introduction of sustainable development practices in peasant communities living near the buffer zone.

ICOMOS notes that the total surface area of the nominated property and buffer zone enables satisfactory preservation of its integrity. No infrastructure has been built and none is planned.

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ICOMOS considers that the conditions of integrity have been met.

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#### Authenticity

The nominated sites are authentic in terms of their design and their materials, their situation and their setting, their function and the associated spiritual traditions, which are still extant today.

ICOMOS considers that the chronological attribution of the paintings, and the assertion that they constitute a continuous rock art sequence, will need to be confirmed in the future, in view of the dating problem described earlier. This does not mean, however, that the rock art itself is not authentic, but only that there are questions about the ways in which the rock art should be interpreted.

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ICOMOS considers that the conditions of authenticity have been met.

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ICOMOS considers that the conditions of integrity and authenticity have been met.

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#### Criteria under which inscription is proposed

The property is nominated on the basis of cultural criterion (iii) and natural criteria (viii), (ix) and (x).

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

This criterion has been revised by the State Party and it is justified by the notion that the nominated property, associated with the first periods of human settlement in South America, bears witness to the creative genius of the first inhabitants of the Amazon. It is one of the rare examples of rock art with *tepuis* in the midst of the

Amazonian forest, and where the same cultural tradition continues to be passed on by communities who have had no contact with modern society, or who voluntarily live in an isolated location. The rock art is of great artistic, technical and cosmogonic value, and bears the traces of ancient shamanic rituals of the north-west Amazon. The iconographic inventory, dominated by the allegorical figure of the jaguar, and its archaeological context, makes the property an illustration of the nomadic lifestyle of Palaeolithic hunter-gatherers, and is particularly focused on the interaction between humankind and its environment.

ICOMOS considers that the first inhabitants of the Amazon practised their art on the rock walls of Chiribiquete. These ancient paintings bear exceptional witness to their world vision. Chiribiquete is today still considered sacred by several groups, and it is designated as the mythical "Home of the Animals".

ICOMOS notes that the site is outstanding because of the rare qualities both of the natural environment and of the human art: the rare *tepu*i rock formation; the large number of painted rock shelters; the diversity of the motifs, which are often realistic; the chronological depth and persistence up to the present day of the purported frequentation and use of the sites by isolated communities.

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ICOMOS considers that this criterion has been justified.

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ICOMOS considers that the nominated property meets the conditions of integrity and authenticity, and meets criterion (iii).

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#### Description of the attributes

The attributes expressing the Outstanding Universal Value of the property are the rock art sites, their artistic value, their role in the life of local communities and their landscape environment. More than 75,234 rock pictographs have today been identified on the walls of 60 rock shelters of various dimensions at the foot of the *tepuis*. The other archaeological sites in the inventory (particularly the ancient *malocas* or community houses, and the "Amazonian dark earth" sites that are vestiges of a buried occupation surface which is rich in carbon and organic matter, on which a deposit of waste has accumulated) are also associated with the values of the nominated property.

## 4 Factors affecting the property

The development pressures include the sporadic incursion of tourists without the required authorisation around the northern (Cerro Campano) and south-eastern boundaries (Puerto Abeja) of the property, and the presence of settlers near the River Apaporis suspected of looking for new areas for the growing of illicit crops. In the buffer zone, the main areas of deforestation are in the Meta-Guaviare and San José del Guaviare-

Calamar sectors.

The north and south-west sectors (Caguán axis) are affected by illegal activities (conversion of forests into prairies to be sold off, conversion of forested zones into pasture for the extensive rearing of cattle, illegal alluvial mining, coca growing and subsistence crop growing), and by legal activities actively encouraged by the State (exploration and exploitation of hydrocarbons, construction of a section of the "Marginal de la Selva" trunk road, and the granting of mining permits). Amongst these concerns, the most critical is the extension of the settlement fronts in the northern sectors (townships of Calamar, El Retorno and San José del Guaviare, in the department of Guaviare), the Caguán axis (township of Guaviare) and the Caguán axis (township of Cartagena del Chairá, in the department of Caquetá).

Landslides on the banks of the rivers in the property are frequent, and are caused by flow dynamics and the sandy soil. From an archaeological viewpoint (rock art), this phenomenon can be considered as a factor of instability and deterioration, given the characteristics of the crystalline and sand subsoil of the *tepuis*, which – in some places – have large accumulations of rocks whose stability could potentially be affected by telluric movements of magnitude.

Tourists occasionally visit the protected area without official authorisation, either by air (aircraft or helicopters rented at Villavicencio and San José del Guaviare) or by river (via the northern sector of Cerro Campana de Calamar or via the south-eastern sector from Araracuara to Solano). Such visits do not include rock art sites in areas that are remote and hard to access. Nevertheless, they constitute a threat for isolated indigenous communities. To lessen this phenomenon, the national natural parks have begun to introduce control and surveillance procedures in the airspace of the property.

ICOMOS considers that the isolation of the property, and its relative inaccessibility, are relative guarantees of its preservation. Although they are not currently taking place, potential exploitation of hydrocarbons and mining, along with other factors, such as intensive deforestation to enable farming or direct colonisation, could affect the property, and should not be underestimated.

ICOMOS notes that the region in which the nominated property lies has traditionally been used for illicit growing of coca. In view of the official disarmament of the Revolutionary Armed Forces (FARC), ICOMOS considers that the region in which the nominated property lies is engaged in a peace process, and that armed conflict no longer limits the protection of the buffer zone. The region has a set of integrated strategies aimed at ensuring the governance of the region and offering socio-productive alternatives for inhabitants so as to combat deforestation and illicit crop growing.

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ICOMOS considers that the main threats to the property are development pressures in or near the buffer zone, and tourism.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

The boundaries of the nominated property follow natural topographic features. The property is divided into several management zones, each with distinct conservation objectives, based on the proven presence of isolated indigenous communities, the most restrictive zoning (intangibles zones 1, 2 and 3), or based on its archaeological or ecological potential (primitive zones 1, 2, 3 and 4). A final category (high use density or HD zone) is linked to the infrastructure needed for logistical and operational support of research projects developed in the protected area.

The buffer zone includes the immediate environment of the nominated property and contains seven indigenous reserves.

It should be emphasised that, on the map of sites and zones of cultural interest, two archaeological sites (sector 2), and several potential rock art zones (sectors 3, 4 et 5), are located in the buffer zone.

ICOMOS encourages the State Party to subdivide the buffer zone into sectors, as proposed in the management plan and as already done for the nominated property, so as to combat potential pressures and threats linked to the advance of the agricultural frontier, illegal extraction activities, non-authorised tourism and road building.

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

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### Ownership

The nominated property belongs to the Colombian State.

### Protection

The property was declared a national park by virtue of Agreement no. 0045 of 21 September 1989 by the Ministry of Environment and Sustainable Development (formerly INDERENA), and then approved by the Ministry of Agriculture (Executive Resolution No. 120). The initially protected area, in the departments of Guaviare and Caquetá, had a surface area of 1,298,955 ha.

The buffer zone consists entirely of indigenous reserves and the Amazonia Forest Reserve. The zones surrounding the protected area are a Type A Forest Reserve in which mining is prohibited (Resolution No. 1518 of 2012, issued by the Ministry of Agriculture and the Ministry of Mines).



In 2013, the boundaries of the nominated property were extended towards the townships of Cartagena del Chairá, San Vicente del Caguán and Solano in Caquetá, and Calamar in Guaviare, by some 1,483,399 ha, more than doubling the total surface area to 2,782,354 ha (Resolution no. 1038 of the Ministry of Environment and Sustainable Development).

ICOMOS notes that the local communities whose territories lie in the buffer zone still follow the traditional forms of organisation that have ensured the protection and conservation of the property over a long period of time.

ICOMOS considers that a form of combined protection, incorporating both traditional and institutional forms of stewardship, would be a very important advantage in terms of ensuring the involvement of local populations and increasing their awareness and their participation in the safeguarding and management of the nominated property.

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ICOMOS considers that the legal protection in place and that the traditional protection measures for the property are adequate.

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### **Conservation**

The State Party considers that the nominated property has been maintained in a very good state of conservation because of its geographical isolation and the absence of external human intrusion. Apart from non-contacted groups who probably still produce paintings, the indigenous groups of the region stay away from the property because of its sacred status. The sites have not been affected by any anthropogenic alteration, but the international recognition of the site could give rise to a problematic increase in tourism.

The State Party has adopted a non-intervention policy so as not to interfere with the significance of the sites for indigenous communities. Decree Law 4633 of 2011 stipulates that “indigenous peoples in initial contact have the right to live freely and according to their culture in their ancestral territories”. Other legal regulations provide further support for the fundamental rights of indigenous peoples, particularly the self-determination of voluntarily isolated peoples (Decree law 2333 of 2014, National Development Plan 2014-2018, Caquetá Department Development Plan 2016-2019). ICOMOS considers that this approach is adequate, although appropriate monitoring is necessary.

An exhaustive list of conservation priorities has thus been drawn up, setting out the main intrinsic qualities of the property.

ICOMOS notes that few details have been provided about the elements of the property that have been documented, or about where the inventories are kept. In response to a request by ICOMOS, the State Party has stated that the archaeological investigations carried out cover roughly 10% to 15% of the nominated property. It

should be stressed that, in the first nomination dossier (submitted in 2004), an inventory of 43 rock art sites, containing some 20,000 paintings, had been drawn up. The additional information provided by the State Party indicates a new inventory of 60 sites, containing 75,234 pictographs. The 17 rock art sites recently inventoried and updated thus contain some 55,234 previously unseen paintings and engravings (more than double the number of the first inventory), which means these are major sites of the greatest importance.

In the additional information, the State Party indicates that some rock art sites have been studied directly on-site, and that others have only been studied by aerial survey, because of access difficulties. ICOMOS notes that it is necessary to know whether the sites inspected by helicopter have subsequently been studied directly on-site. If this is not the case, the inventory method used to count the rock art pictographs must be stated (particularly in the case of panels bearing several thousand paintings).

The additional information states that high-resolution photographs have been taken to document the rock art sites, and that a georeferenced data-base of Colombian archaeological sites can be consulted online. While welcoming these new initiatives, ICOMOS notes that a more detailed inventory must be drawn up as a basis for monitoring and conservation, in view of the complexity and number of rock art pictographs indicated for some sites (some 8500 for the Los Lagunas site alone).

ICOMOS considers that the photographic documentation, as it stands, is inadequate as a rock art inventory. It is important that the photographs be processed using a computer graphics system so as to create a systematic survey, as an inaccurate or partial inventory may lead to interpretations that are open to question, or to overinterpretation of a pictograph or of an entire site.

ICOMOS notes that the archaeological research has concentrated on the north-western sector, particularly in the *tepui* zones. The forested lowlands have remained totally unexplored. In the additional information, the State Party indicates that archaeological investigations are planned in the central and southern zones of the nominated property, and in its buffer zone. Ethnographic surveys are also planned in the buffer zone.

ICOMOS notes that the research would benefit from a multi-disciplinary and international approach and recommends that the “Strategic Priorities and Guidelines for archaeological and ethnographic research” drawn up by the ICANH (20 May 2016) be used as a basis for the monitoring and conservation of the property, particularly for the preparation of a more detailed inventory of the archaeological sites.

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ICOMOS considers that the state of conservation of the property is satisfactory. ICOMOS recommends that the “Strategic Priorities and Guidelines for archaeological and ethnographic research” drawn up by the ICANH be used as a basis for the monitoring and conservation of the property, particularly for the preparation of a more detailed inventory of the archaeological sites.

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## Management

Management structures and processes, including traditional management processes

The property is administered by the SPNN (System of National Natural Parks). The authority in charge of the archaeological sites is ICANH (Colombian Institute of Anthropology and History). To ensure their conservation, their monitoring is based on the principle of minimum intervention and the safeguarding of the transmission of ancestral knowledge.

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

A management plan, drawn up by the System of National Natural Parks of Colombia, is in place for the period 2016-2020. Two aspects are prioritised. The first is the overlapping of the Chiribiquete National Park with territories that are not recognised as reserves. The second is the overlapping with territories that are non-contacted or in voluntary isolation. For this purpose, concertation efforts have been undertaken with the seven indigenous reserves situated in the buffer zone of the nominated property. In the additional information, the State Party points out that a unanimous consensus was obtained in July 2017.

As there are no direct pressures inside the property, a large proportion of the management is implemented in the buffer zone by the System of National Natural Parks and ICANH (Colombian Institute of Anthropology and History). The management of the buffer zone is intended in particular to prevent the extension of zones of settlement - south of Meta, north of Guaviare and in the foothills of Caquetá and Putumayo – up to the protected zone, which includes the Amazonian Forest Reserve in the departments of Guaviare and Caquetá. The State Party has recently taken significant legal steps to protect the isolated indigenous communities in the region.

According to the nomination, the management plan strategies are as follows: the implementation of an inter-institutional coordination strategy at national, regional and local level for the objectives of conservation of the property and the definition of its role in land management and public policy in the Colombian Amazon; the implementation of an environmental management strategy for the Amazonian Forest Reserve in the property's buffer zone; the implementation of a joint strategy between the System of National Natural Parks (SPNN) and the indigenous authorities to

coordinate the conservation of the southern sector of the property; the prevention of possible contact between the local non-indigenous communities and other external agents, on one hand, and members of isolated communities, on the other; the implementation of an inter-institutional coordination strategy concerning the possible negative impacts on the property of illegal activities in the buffer zone; the continuation of archaeological research as a key factor for amplifying the management and zoning measures.

ICOMOS notes that the management of the protected area has to deal with transformations linked to the advance of the agricultural frontier towards the property, the development of illegal extraction activities, unauthorised tourism, and road building on the edge of the buffer zone. Actions to put an end to these activities are carried out in conjunction with the competent authorities, under the supervision of the Ministry of the Environment, as part of the Visión Amazonia strategy, an initiative conducted by the Colombian government with international cooperation organisations to reduce deforestation in Amazonia by 2020, and encourage a model of sustainable development, with low carbon emissions, for the region.

Tourism, including eco-tourism, is not currently authorised inside the property. The activities that are authorised are primarily protection, research and monitoring. As part of its tourism strategy, the State Party has proposed the site of La Lindosa in the north, in an effort to prevent visitors from entering Chiribiquete and its buffer zone. Covered by the global management process of the nominated property, the site of La Lindosa has similar characteristics and similar natural and cultural values.

ICOMOS considers that, if the inscription of the nominated property gave rise to an increase in tourist numbers, negative collateral effects would be possible for non-contacted indigenous groups. ICOMOS recommends that the preventive measures in place should be strictly applied.

The State Party indicates that the total budget allocated to property management was US\$157,480 in 2016. The State Party stresses that it would be able to grant additional funds, doubling this budget. The nomination dossier states that the main focus of the Visión Amazonia project is Chiribiquete National Park. This project, which is funded with a subsidy of US\$10.4 million, has the support of the Global Environment Facility and international donors.

## Involvement of the local communities

The property continues to be revered and frequented today by indigenous groups, both in the buffer zone (inside and outside the indigenous reserves) and, according to the nomination dossier, probably inside the property boundaries. The indigenous communities in the environs have identified several hills, mountains and

rivers as sacred places that must be preserved. Furthermore, non-contacted groups are believed to occasionally visit the rock shelters to paint motifs. The property thus embodies a living indigenous American world.

ICOMOS notes that the involvement and participation of the communities in the buffer zone who are concerned by the nomination process are essential. The management of the property includes respect for customary practices with regard to access to the property, and indicates in detail the actions under way and recent actions to safeguard this knowledge and the sacred status of the property, as defined by the Amazon Area Directorate in the management scenarios for the protected areas of the national natural parks (DTAM, 2011).

In the additional information, the State Party emphasises that the indigenous reserves in the buffer zone have been directly involved by means of a collective process of analysis and reflection, and have expressed strong support for the nomination process.

ICOMOS considers that the indigenous communities play an important role in the protection of Chiribiquete. In a territory as huge as that covered by the nominated property and its buffer zone, it is hard to arrive at a consensus, particularly because of the guerrilla activity that took place in the region until just a few years ago.

ICOMOS emphasises that in this process, it is necessary to support the indigenous and non-indigenous communities who live in the region. Local populations need economic alternatives to illicit crops and to other practices that are a threat to forest conservation. ICOMOS considers that a basic socio-economic study is necessary to evaluate the needs of the local communities situated in the buffer zone.

ICOMOS notes that the peace process must be consolidated, for it will be impossible to develop eco-tourism and cultural tourism in a region which is not secure.

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ICOMOS considers that the management system for the property is adequate, but that measures are necessary to consolidate and reinforce research and the development of projects to enhance the natural and cultural heritage in the buffer zone, as proposed in the management plan. ICOMOS notes that a socio-economic study will have to be undertaken to evaluate the needs of local communities situated in the buffer zone. The preventive measures in place to prevent possible contact between local non-indigenous communities and other external agents, on the one hand, and members of isolated communities on the other, must be strictly applied.

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## 6 Monitoring

The State Party has drawn up a protocol for monitoring and evaluating the state of conservation of the rock art in the national park, based on the study of some thirty rock shelters between 2015 and 2017. The structure of the protocol is currently being established, and the protocol is being experimentally applied to the rock shelters examined over the last 20 months. It evaluates the possible effects of natural threats (referring to hydrological, climatic, geochemical, geomorphological, geophysical and biological components), anthropogenic threats (tourism, mining, construction, agriculture and livestock), and can provide an estimation of the degree of impact (current and potential) on a scale from 1 (lowest magnitude) to 5 (highest magnitude). For example, the monitoring of the deterioration of rock art by insects provides a key indicator for the measurement of the state of conservation of the rock art at microscopic level. This type of surveillance supplements the large-scale surveillance of the conservation of the property.

In the additional information, the State Party indicates that a minimum intervention strategy has been adopted, in view of the state of conservation of the rock art pictographs and the fact that Chiribiquete is reportedly still visited today by non-contacted indigenous groups.

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ICOMOS considers that the monitoring system is adequate.

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## 7 Conclusions

ICOMOS considers that the nominated property meets the conditions of integrity and authenticity, and meets cultural criterion (iii). ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List.

International recognition of the property could have a profound impact on the nature of the property and above all on the well-being of the non-contacted groups living in the surrounding areas. Although the State Party is aware of the dangers that pose a particular threat to isolated indigenous groups, ICOMOS notes that the preventive measures in place need to be implemented with great rigour.

## 8 Recommendations

ICOMOS recommends that the World Heritage Committee adopt the following draft decision, given that it will be appropriately harmonised with the IUCN recommendations relating to the evaluation of this mixed site on the basis of natural criteria, and will be included in the working document WHC/18/42.COM/8B.

### Recommendations with respect to inscription

ICOMOS recommends that Chiribiquete National Park – “The Maloca of the Jaguar”, Colombia, be inscribed on the World Heritage List on the basis of **cultural criterion (iii)**.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

Chiribiquete National Park, situated in the north-west of the Colombian Amazon, is Colombia’s largest protected zone. Some 75,000 rock pictographs have been listed on the walls of 60 rock shelters at the foot of *tepuis*. The portrayals are interpreted as scenes of hunting, battles, dances and ceremonies, all of which are linked to a purported cult of the jaguar, seen as a symbol of power and fertility. The practices are thought to reflect a coherent system of ancient sacred beliefs, forming the basis and explanation of relations between the cosmos, nature and man. Chiribiquete is believed to be visited even today by indigenous groups that have no contact with the outside world.

**Criterion (iii):** The rock art sites of Chiribiquete hold an exceptional testimony, by the large number of painted rock shelters around the foot of rare *tepuí* rock formations, by the diversity of motifs, which are often realistic, and by the chronological depth and persistence up to the present-day of the purported frequentation of the sites by isolated communities. The first inhabitants of Amazonia practised their art on the rock walls of Chiribiquete, and these paintings constitute an exceptional testimony of their vision of the world. Chiribiquete is even today considered to be of mythical importance by several groups and is designated the “Home of the Animals”.

#### Integrity

Chiribiquete National Park contains all the elements necessary for the expression of its Outstanding Universal Value, and is of an appropriate size for the satisfactory preservation of the conditions of integrity. No infrastructure has been built and none is planned. The isolated location of these sites, which are hard to access, and the cultural restrictions on access and the making of paintings ensure the comprehensive representation of the characteristics and processes that express the importance of the property. The System of National Natural Parks (SPNN), the Colombian Institute of Anthropology and History (ICANH) and the Colombian armed forces collaborate with each other to maintain control of the property and preserve its buffer zone from

deforestation and invasive production practices.

#### Authenticity

The rock art sites are authentic in terms of situation and setting, intangible culture, spirit and impression, materials, form and conception. The chronological attribution of the paintings, and the assertion of a continuous sequence of rock art will need to be confirmed, but this does not mean that the rock art itself lacks authenticity, but merely that there are questions about its interpretation.

#### Management and protection requirements

Chiribiquete National Park is legally protected by the Colombian government, as a national park that was listed in 1989. The property is administered by the System of National Natural Parks (SPNN). The authority responsible for the management of the archaeological sites is the Colombian Institute of Anthropology and History (ICANH). The buffer zone is made up entirely of reserves for indigenous groups and the Amazonia Forest Reserve. The zones surrounding the protected area are Type A Forest Reserve Zones inside which mining is prohibited.

The local communities whose territories lie in the buffer zone are still based on the traditional forms of organisation that have ensured the protection and conservation of the property over a long period of time. To guarantee the conservation of the archaeological sites, their monitoring is based on minimum intervention parameters and the safeguarding of the transmission of ancestral knowledge. Major legal measures have been taken to protect the isolated indigenous communities in the region. The management of the property includes respect for customary practices with regards to access to the property, as defined by the Amazon Area Directorate in the management scenarios for protected areas in national natural parks (DTAM, 2011).

A management plan, drawn up by Colombia’s System of National Natural Parks, is in place for the period 2016–2020. Two aspects are prioritised: the first is the overlapping of Chiribiquete National Park with territories that are not recognised reserves; the second is overlapping with territories that have not been contacted or are in a situation of voluntary isolation. Given that there are no direct pressures inside the property, a significant proportion of the management is implemented in the buffer zone by the System of National Natural Parks (SPNN) and by the Colombian Institute of Anthropology and History (ICANH). Tourism, including eco-tourism, is not authorised inside the property boundaries.

**Additional recommendations**

ICOMOS recommends that the State Party should give consideration to the following points:

- a) Continuing the archaeological investigations, the inventorying and the documentation of the rock art sites inside the boundaries of the property and the buffer zone,
- b) Using the "Strategic Priorities and Guidelines for archaeological and ethnographic research" drawn up by the Columbian Institute of Anthropology and History (20 May 2016) as the basis for the monitoring and conservation of the property, particularly in preparing a more detailed inventory of the archaeological sites,
- c) Keeping the state of conservation of the rock art sites under surveillance, and take the necessary measures to ensure appropriate conservation, while taking account of their importance for the communities living inside the property boundaries,
- d) Supporting the development of projects to enhance the natural and cultural heritage in the buffer zone, as proposed in the management plan,
- e) Undertaking a basic socio-economic study to assess the needs of local communities situated in the buffer zone,
- f) Strictly applying the preventive measures in place so as to prevent possible contact between non-indigenous local communities or other external agents and the members of isolated communities who have no contact with the outside world;





Map showing the boundaries of the nominated property



Panoramic view of an archaeological site with rock art



Rock art



## **IV Cultural properties**

- A Arab States**  
New nominations
  
- B Asia – Pacific**  
New nominations
  
- C Europe – North America**  
New nominations



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# The Ancient City of Qalhat (Oman) No 1537

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## Official name as proposed by the State Party

The Ancient City of Qalhat

## Location

Governorate of Al-Sharqiyya South, Wilayat of Sur  
Oman

## Brief description

The ancient city of Qalhat is located on the eastern coast of the Sultanate of Oman, approximately 20 kilometres north-west of the city of Sur. The property includes the entire Ancient City of Qalhat, demarcated by its inner and outer walls, which extends over 35 hectares, as well as areas outside the walls where the necropolises are situated. The city was an important port on the East Arabian Coast, which flourished in the 11<sup>th</sup> to 15<sup>th</sup> centuries CE under the rule of the Princes of Hormuz. Following Portuguese attacks, it was abandoned in the 16<sup>th</sup> century and has remained as an archaeological site ever since.

## Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *site*.

## 1 Basic data

### Included in the Tentative List

23 May 2013

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

30 January 2017

## Background

This is a new nomination.

## Consultations

ICOMOS has consulted its International Scientific Committees on Archaeological Heritage Management, on Underwater Cultural Heritage and several independent experts.

## Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 18 to 23 September 2017.

## Additional information received by ICOMOS

On 29 September 2017, a letter requesting additional information was sent by ICOMOS to the State Party to request further information regarding the justification of Outstanding Universal Value, in particular as it relates to the city's layout, division and original function, its role in regional and global trade networks as well as architectural innovation that could be said to have emerged from Qalhat. A reply was received from the State Party, dated 31 October 2017.

An Interim Report was provided to the State Party on 22 December 2017 summarising the issues identified by the ICOMOS World Heritage Panel. A reply from the State Party was received on 27 February 2018 supplying a detailed description of the archaeological remains and their historic functions, augmenting the comparative analysis as well as further details on conservation and boundaries. The State Party also submitted additional images and maps of the property.

All additional information received from the State Party has been incorporated into the relevant sections below.

## Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

The archaeological site of the ancient city of Qalhat is located on a narrow triangular coastal rocky plateau in Al-Sharqiyya province, 45 kilometres north-west of Ras Al-Hadd and 20 kilometres north-west of the city of Sur. The site is separated from the sea by a rocky cliff of approximately 10 to 15 metres in height. The former settlement stretches over an area 1600 metres long at the foot of the Jabal Al-Hajir Al-Sharqi and covers an overall area of 35 hectares. The nominated property, however, encompasses an area of 69 hectares, including among others the city's necropolises. The historic city has been divided into several quarters for the purpose of archaeological documentation and interpretation.

The central quarter is located between two wadis, which are both inside the city walls. It is located at the accessible point from the sea, where boats could land. Archaeological investigations identified this section as the most ancient part of the city, dating back to around 1 100 CE. The quarter contains 140 documented structures and is centred around the Friday Mosque complex. Within this quarter house sizes vary considerably. North of the Friday Mosque larger, scattered buildings with large open spaces and terraces have been documented. To the west and south there are medium-sized buildings distributed in slightly denser urban patterns. On the south-western fringe of the quarter, much smaller and densely-packed architectural structures can be observed.

The Great Friday Mosque is located in the heart of the ancient quarter at the end of the main street which leads from the western gate to the shore. Following its discovery in 2008, it was completely excavated and is now being conserved. As this quarter was the heart of the city, most administrative and official buildings were located near the Friday Mosque along the seashore. Small shop structures in the surroundings indicate the presence of a souq. An area to the north connects 8 buildings by means of a fence. This is assumed to have been a central area with public functions, such as a madrasa, hammam, khan and hospital.

The central quarter is surrounded by several peripheral quarters, such as the north-east quarter. This quarter is composed of buildings on both sides of a straight street which connects the harbour to a city gate in the northern fortification wall, the key access to Qalhat from the direction of Muscat. This quarter also contains the largest single building identified in the city. Although its function is not determined, a palace function, such as for the governor of the city, is suspected by archaeologists.

The north-west quarter is dominated by private dwellings, with clusters of residences and buildings with other functions organized around squares. Three of such buildings along the northern end of the quarter were excavated and have been identified in turn as a small mosque, a dwelling and what was likely a store. The excavations have delivered detailed information about the life of the Qalhatis, their involvement in fishing, agricultural and livestock activities, as well as their trading relations.

The western quarter may have been the productive neighbourhood of the city, since both the excavated units here were probably workshops. One of the two was a pottery kiln producing glazed tiles such as were used in the Friday Mosque, while the other was an artisan's workshop utilizing semi-precious stones and pearls.

The funerary areas surround the ancient city and are partly located inside, partly outside the city walls. More than 2000 funerary structures have been documented, including small mausoleums, cist graves with inscriptions, simple graves of various shapes and funerary terraces. The city was surrounded by a defensive wall with several fortification towers. It should be noted that only a small percentage of the historic city has been excavated and that the archaeological potential for the generation of further knowledge about the Kingdom of Hormuz remains immense.

### **History and development**

The earliest historic evidence in the ancient city of Qalhat is an Iron Age tomb dating to around 500 BC. The most ancient mention of Qalhat is found in the *Kitab Ansab Al 'Arab* attributed to Salama ibn Muslim Al-Awtabi Al-Suhari, which dates its foundation to the early Christian Era. However, oral tradition dates its foundation centuries earlier to the reign of Malik bin Fahm Al-Azdi, who is said to have established the first Omani capital at al-Qalhat. Since no trace of pre-Islamic occupation has been

discovered to date, both the above-described attributions remain doubtful.

Qalhat was important enough in the 10<sup>th</sup> and 11<sup>th</sup> centuries AD to be mentioned by Al-'Awtabi in his *Kitab al-Ansab*, which describes the geographies and genealogies of Oman at the time. Several other written documents mention the existence of Qalhat at the same time. It was described as a city with civil, military, political and commercial relations with the newly-established Kingdom of Hormuz.

The Kingdom of Hormuz was initially established by Mohammad Dirham Ko Al-Azdi in the area of Minab. In the early 12<sup>th</sup> century AD, the capital transferred to Jaron Island and was called New Hormuz. Qalhat became a southern power centre which provided shelter for the princes of Hormuz during times of conflict. However, Qalhat also hosted exiles who were aspiring to regain power and who re-established their armies and fleets to attack the New City of Hormuz.

Qalhat became a regional centre in the 13<sup>th</sup> century due to the decline of other early Islamic Omani settlements. It became the predominant trade centre on the East Arabian coast. According to Ibn al-Mujawir, the city fell under the control of the Khwarizm ruler Khwajah Radi Al-Din Qiyam Al-Mulk Abu Bakr Al-Zuzani, who collected taxes and traded in Qalhat until he died in 1218-19 AD, leaving behind 64,000 tonnes of silk and 500 horses. In 1219, Qalhat's fortification wall was built which strengthened its economic position further.

In the 13<sup>th</sup> century Qalhat likely controlled most of the Indian Ocean trade of the Kingdom of Hormuz. It also dominated the eastwards trade towards the coast of Africa. At that time the governor Ayaz split his presence between Hormuz and Qalhat, which in his absence was ruled by his wife Maryam. She, Bibi Maryam, is said to have built the Great Friday Mosque and a mausoleum for her late husband. She continued ruling after her husband's death until at least 1319.

In the 14<sup>th</sup> and 15<sup>th</sup> centuries AD trade relations were extensive. A great amount of Chinese porcelain has been found at Qalhat, as have Indian ceramics and carved slabs with Indian motives. The main commodities which Qalhat traded were dates and Arabian horses, for which it was particularly famous. Qalhat, at that time, was a wealthy and cosmopolitan city with a population of Arabs, Persians and Indians, as well as smaller numbers of different African communities. Qalhat kept its status as the second most important city and port of the Kingdom of Hormuz until the arrival of the Portuguese.

In the last quarter of the 15<sup>th</sup> century, Qalhat was affected by an earthquake. It was still in the process of rebuilding when the Portuguese arrived in 1507. The Portuguese described it as a fortified town of 5000 to 6000 inhabitants. In 1508, the Portuguese attacked and conquered Qalhat. They ransacked and burnt it, destroying most of the wealth and resources stored

within the city walls. The present excavations appear to confirm a large fire through evidence such as thick layers of ash in, for example, the prayer hall, but they do not yet allow for an exact dating.

Subsequently, Qalhat became a Portuguese station where the Lusitanian fleet could anchor and exert duties on the Indian ships at anchor. Oral traditions relate to an Ottoman attack in 1550 AD, but this has not been proven. What is obvious is that Qalhat rapidly declined in importance. Tax contributions dropped continuously and were negligible by the middle of the century. Evidence exists that shows that Qalhat was still inhabited in the second half of the 16<sup>th</sup> century AD but must have been abandoned at or shortly after that time. From the end of the 16<sup>th</sup> century onwards, all reports coincide in observing that the city was ruined and abandoned.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The comparative analysis is focused on comparing Qalhat with other port cities, firstly in Oman and then in the wider region of the Kingdom of Hormuz. Within Oman, the port cities of Khor Rori and al-Baleed, both serial components of the Land of Frankincense World Heritage property [2000, criteria (iii) and (iv)], are compared. Whilst they can be compared in terms of their location and fortification structures, the first of these had its heyday much earlier, while the latter, although inhabited during the influence of Hormuz, cannot be compared to the role and size of Qalhat.

Further major cities related to the Kingdom of Hormuz were included in the Comparative Analysis and are found in Bahrain (Qala'at Al-Bahrain [2005, criteria (ii), (iii) and (iv)]) and the United Arab Emirates (Ancient City of Julfar in the vicinity of Ras Al-Khaimah). Also Al Zubarah Archaeological Site, Qatar [2013, criteria (iii), (iv) and (v)] is compared although its era of significance is considerably later. The comparative analysis then continues to discuss port cities which had trade relations with Qalhat, which included amongst others the port city of Banbhore in Pakistan and Kilwa Kisiwani in Tanzania, part of the World Heritage Property Ruins of Kilwa Kisiwani and Ruins of Songo Mnara [1981, criterion (iii)].

In ICOMOS' view, the most relevant comparison is the one between the two original cities of Old and New Hormuz. It appears that the two former capitals share with Qalhat the fact that very little excavation and research has been undertaken and hence the full potential of these two sites cannot be estimated and is probably even less explored than that of Qalhat. In the additional information submitted, the State Party has provided a tabular comparison of key elements, which appear very comparable. However, ICOMOS considers that rather than considering Hormuz and Qalhat as archaeological sites competing as being representative of the Kingdom of Hormuz, they need to be considered

as complementary, with Qalhat representing the trade port connecting Hormuz across the Indian Ocean and to East Africa, and especially the trade in Arab horses.

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ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List.

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#### Justification of Outstanding Universal Value

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

- It is the location of the mythical first capital of Oman founded by Malik ibn Faham of the 'Azd tribe, which dominated the region from the second century BCE;
- Qalhat is a twin city to Hormuz and the second capital of the Kingdom of Hormuz, which acted as a refuge during periods of disorder and conflict;
- Qalhat was the centre of trade on the East Arabian coast controlling the Indian Ocean and East Africa trade of Hormuz. It is known as a harbour of origin for dates, incense, pearls and especially Arab horses, which were traded as far as China and South-East Asia.
- The site bears outstanding archaeological potential for understanding medieval urban topology due to its abandonment in the late 16<sup>th</sup> century and complete lack of subsequent interventions.

ICOMOS considers that the Ancient City of Qalhat represents a testimony to the Kingdom of Hormuz which flourished in the region of the Strait of Hormuz from the 11<sup>th</sup> to the 16<sup>th</sup> centuries CE. The city of Qalhat was one of a few major trade hubs which came under the rule of the Princes of Hormuz and tremendously profited from its geo-political position in the region. Furthermore, the city was not only visited and seasonally resided in by various rulers, but also served as a refuge during times of conflict and a place of exile for ousted princes. It hence had a strategic trade and defence importance but also political relevance for the Kingdom of Hormuz.

ICOMOS further considers that Qalhat provides exceptional archaeological evidence for the trade exchanges between the East Arabian Coast, India, and reaching as far and China and South East Asia. As such, the property provides evidence of the Indian Ocean trade networks, which pre-dated the arrival of European colonial powers.

#### Integrity and authenticity

##### Integrity

The State Party highlights correctly that the full extent of the archaeological city lies within the property boundaries. Recent geophysical surveys have indicated more than 2 800 structures buried under the rubble, which covers a city that has remained undisturbed since the late 16<sup>th</sup> century. ICOMOS confirms that in terms of integrity of the archaeological evidence, the lack of use and

interventions or even studies between the 17<sup>th</sup> and the 21<sup>st</sup> centuries is a strength, which has ensured the huge archaeological potential the property holds today.

ICOMOS considers that the property represents the entirety of the intra-muros city and the structures immediately outside the city walls. The remains of the walls and street fabric are sufficient to provide a representative testimony to its significance, with the archaeological finds adding to our understanding of how it functioned as a city.

In the additional information submitted by the State Party in February 2018, the nominated property boundaries have been revised, excluding parts in the North and South of the property which do not contain archaeological remains, and including them into the buffer zone. ICOMOS considers that it would be desirable to include the shoreline along the sea as an important area of trade interactions and transitions between the ancient city and the ocean. The nomination dossier highlights that underwater archaeological investigations discovered 25 stone anchors, rectangular and ring-shaped, near Qalhat harbour. In the additional information provided at the request of ICOMOS, the State Party explained that the extension of the buffer zone in the sea was measured at 120 to 300 metres distance following a sea depth of 10 metres and it includes all these stone anchors.

The ancient city of Qalhat is free of major threats, with the highway along the western side of the property being an unfortunate past intervention which has negatively affected the visual integrity and atmosphere of the property. ICOMOS further considers that following envisaged increased visitor numbers as a result of the new visitation concepts and its potential future World Heritage status, Qalhat will potentially face added risks of inappropriate visitor behaviour.

#### Authenticity

The State Party confirms authenticity of the property on the grounds that the property was abandoned in the late 16<sup>th</sup> century and has not experienced human interference since then. In addition, the authenticity of the property is supported by societal traditions, including visits made to Bibi Maryam mausoleum by the local population for blessings and offerings.

ICOMOS confirms that the ancient city of Qalhat is an abandoned archaeological site. Its architectural and urban fabric and form remain authentic, almost untouched, as does its setting. Conservation, visitor management and site presentation plans aim at preserving this state to the largest extent possible. Likewise, archaeological excavations so far have been well planned, thorough and minimal, an approach that should be continued in the future. Authenticity in meaning is related both to the authenticated history of the site and to stories and myths associated with it. Although not all of these should be considered as attributes of Outstanding Universal Value,

they should nevertheless be respected within the overall management approach of the property.

However, ICOMOS is concerned about the conservation works undertaken post-excavation. In particular, reconstructions carried out on some uncovered walls and a small mausoleum as well as the reconstruction of another small mausoleum are not in line with international best practice and the minimum intervention approach required by this property.

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In conclusion, ICOMOS considers that the conditions of integrity will be met once the shoreline is included in the nominated area and that the conditions of authenticity are largely demonstrated, although ICOMOS is concerned about a few past reconstruction activities, which should not be repeated.

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#### Criteria under which inscription is proposed

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

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion has not been proposed by the State Party but is justified by the property. For this reason, ICOMOS has opted to include its consideration in the evaluation process.

ICOMOS considers that Qalhat exhibits the cultural and commercial interchange of values within the trading range of the Kingdom of Hormuz, which extended to East Africa, India and as far as China and South East Asia. The archaeological site of Qalhat provides physical evidence of these interchanges, documenting the architectural features, which indicate its own produce, dates, Arabian horses as well as spices and pearls, but also integrating the multi-cultural features of a medieval cosmopolitan city, with houses influenced by the needs of their various owners and inhabitants of foreign cultural origins.

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ICOMOS considers that this criterion has been justified.

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

This criterion is justified by the State Party on the grounds that the ancient city of Qalhat presents a unique testimony to the Kingdom of Hormuz, as it prospered from the 11<sup>th</sup> to 16<sup>th</sup> centuries CE. It is argued that the planning of Qalhat and the excavated buildings show great similarities with the New City of Hormuz in Iran. Moreover, the archaeological site has a great potential to provide a more detailed understanding of the ways of life in medieval East Arabia and its international exchanges.

ICOMOS considers that the State Party's arguments are correct in that the ancient city of Qalhat played an important role in the trade network which was controlled by the Kingdom of Hormuz and that its archaeological remains include a number of highly representative buildings that were also noted in several narratives written by historic travellers. Ancient Qalhat can therefore be considered an exceptional testimony of a major trade hub, which came under the rule of the Princes of Hormuz and profited from its geo-political position in the region. It was also a seasonal residence and refuge to the Princes of Hormuz, which has given it the status of a secondary capital of the larger kingdom.

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ICOMOS considers that this criterion has been justified.

*Criterion (v): be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;*

This criterion is justified by the State Party on the grounds that Qalhat represents an exceptional traditional town and includes examples of building techniques within the constraints of the local environment due to Qalhat's positioning between the mountains, the wadis and the sea. The State Party highlights also Qalhat's extraordinary urban planning which corresponds to what is known of the city of Hormuz.

ICOMOS considers that the arguments provided for the application of this criterion are based on rather generic characteristics, which have not been demonstrated as being exceptional for the property. Constraints posed by the local environment, particularly the spatial conditions, the displayed characteristics of a mediaeval Islamic port city as shaped by the layout of its different quarters and their differentiation according to function, or the use of coral stone as the main building material, can all be easily found at other sites, especially along the East Arabian Coast. Globally, the shape of many port towns responded to topographical specificities in one way or another, also in terms of limited space available.

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ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds of several historic events and literary mentions. The first concerns the legends of the Azd tribal migrations from South-western Arabia to Oman and, later, to Iran through Qalhat. The second group of oral and literary traditions centre around the rise and fall of the Hormuz Kingdom in Persia and the strong links between Qalhat and Hormuz. Lastly, the criterion is

further proposed on the basis of Qalhat's regular mention as a mercantile centre in the reports of famous medieval historians, geographers and travel writers of different cultural and geographical origins.

ICOMOS considers that the mention of artistic features related to the architecture of specific monuments, such as the Bibi Maryam Mausoleum, would be better discussed in the context of criterion (iv) but does not appear of exceptional significance to merit application of this criterion.

As regards the oral and literary traditions informing about the historic 'Azd migration, the transmitted narratives on the formation and development of the Kingdom of Hormuz, ICOMOS considers that these do not represent historic events of literary traditions of outstanding cultural significance as required by this criterion. Therefore, they may well illustrate the close relationship of the rulers of Hormuz with the Arabian Peninsula and the historic region of Oman and thus support the application of criterion (iii) discussed above; however, they do not justify the application of criterion (vi). In terms of the historic reports of famous historians, geographers and travellers, ICOMOS notes that these individuals often visited multiple cities if not countries, which would not usually justify a World Heritage consideration of each and every settlement they decided to include within their accounts.

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ICOMOS considers that this criterion has not been justified.

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ICOMOS considers that the nominated property meets criteria (ii) and (iii), while the proposed criteria (v) and (vi) cannot be considered justified. ICOMOS considers that the conditions of integrity will be met once the shoreline is included in the nominated area and that the conditions of authenticity are demonstrated.

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#### **Description of the attributes**

The attributes which express the Outstanding Universal Value of the property include the complete excavated and unexcavated archaeological remains of the city, its public and private structures as well as the city walls and funerary evidence. The city needs to be considered within its topographical setting and hence attributes are also the cliffs facing the sea and the seashore, serving as both defence and port basin, as well as the underwater archaeological remains which document anchorage in Qalhat harbour. The wadis and mountain ranges which gave Qalhat its strategic location support further the attributes and should remain in close sight relation to the property.

#### 4 Factors affecting the property

The property within its boundaries is owned by the Ministry of Heritage and Culture and accordingly, developmental pressures on the site are mainly limited to impacts from outside its boundaries and the potential increased interest for touristic use. The highway which was constructed on a slightly higher elevation along its western border remains problematic as it impacts negatively on the property's setting. A large liquefied natural gas plant is located 4 kilometres south of the site along the seashore across the bay, but there are no plans for an expansion northward. Its present negative visual impact on the setting is moderate.

As has been the case in the past, the property remains vulnerable to natural pressures such as cyclones, torrential or strong seasonal rains as well as earthquakes. These natural forces have over time led to the erosion of the cliffs as well as the abandoned remains of Qalhat. These will most likely be left uncovered to present them to visitors once the site is opened again to the public.

The potential impact by touristic developments cannot be properly assessed at the moment, as the site is closed and no plans for future visitor infrastructure were submitted as part of the nomination. In fact, the visitor management plan is still in preparation. However, the State Party clearly states that the property will be developed as an Archaeological Park and that the necessary infrastructure will need to be integrated at least within the immediate environment of the property and partially within it, such as in the form of boardwalks and structures providing shade.

ICOMOS considers that the potential pressure from tourism development at the site is likely to be minimal due to the expected low number of visitors attracted to the site. Potential risks are more likely to be related to the infrastructure developments envisaged to facilitate this visitation. It is therefore essential that Heritage Impact Assessments are conducted according to ICOMOS' *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*, for any site infrastructure developed within and around the property, and are communicated to the World Heritage Centre in line with paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention*.

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ICOMOS considers that the main threats to the property are natural disasters, earthquakes and, potentially, inappropriate site infrastructure development.

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#### 5 Protection, conservation and management

##### Boundaries of the nominated property and buffer zone

The boundaries of the nominated property and the buffer zone have been revised following the ICOMOS' Interim report. The property was reduced from approximately 101 ha to 69 ha, and the buffer zone extended from 109 ha to 175 ha. The former extent of the property boundaries corresponded to the borders of a parcel for which the Ministry of Heritage and Culture holds ownership, extending beyond the limits of the ancient city of Qalhat and its funerary structures, in particular in their northern and southern extension. In its interim report, ICOMOS requested the State Party to consider reducing the extent of the nominated area, in order to exclude the southern part of the property, beyond the city gate as this area does not contain archaeological remains, in order to put it into the buffer zone, as well as for the east west strip at Wadi Hilm. The State Party revised the nominated area delineation according to the ICOMOS considerations.

ICOMOS further requested in its interim report that the former harbour of Qalhat should be included into the property boundaries. The State Party explained in the additional information provided in February 2018 that the harbour needs to be considered a natural harbour with no built infrastructures, as it is the case for the Mediterranean archaeological sites. It therefore proposed to merely extend the buffer zone into the sea as also requested by ICOMOS.

However, ICOMOS considers that it would be desirable that the nominated property delineation include at least the shoreline of the property, which bears significance as a location facilitating the trade interaction as a transitional space between the ancient city and the ocean.

Moreover, the highway which borders the western side of Qalhat is partially included in the property, in the southern/south-western area. It is not clear why this choice was made and it would be preferable, in ICOMOS' view, to exclude totally the highway, which is more a threat and source of negative visual impacts than an attribute of the property

The buffer zone has been revised and divided into two parts, A and B, which distinguishes the parts belonging to the Ministry of Heritage and Culture (parts of the previous proposal of property boundaries) and the rest of the buffer zone. Regarding the modifications of the buffer zone, it has been extended into the sea as suggested by ICOMOS. However, the extension has been made between 120 to 300 m following the depth of the sea at 10 m, and not until 600 m offshore in depth of 50m as proposed by ICOMOS. The State Party justifies its position based on the water surveys, which concluded that no archaeological elements could be found beyond 300m. ICOMOS considers that this justification is relevant and the buffer zone extension is adequate.



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In conclusion, ICOMOS considers that the boundaries of the nominated property should be modified in order to exclude totally the highway in the south-western part of the property boundary, and to include the shoreline along the sea. ICOMOS considers that the revised buffer zone is adequate.

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### **Ownership**

The property is entirely owned by the Ministry of Heritage and Culture. As for the buffer zone, it is also partly owned by the Ministry of Heritage and Culture and partly by the Sultanate of Oman, without attribution of ministerial responsibility.

### **Protection**

The Ancient City of Qalhat is designated as a national cultural heritage site of Oman and is therefore under the highest legal level of protection of national heritage according to Royal Decree No. 6/80. The same Royal Decree also assures the protection of a buffer zone around the heritage sites concerned. The legal protection is effectively implemented by means of fencing and human guards patrolling the archaeological site.

Before the property was closed to the public for conservation, the section of the site around Bibi Maryam was looked after by the residents of the neighbouring village of Qalhat for whom it is a shrine with healing powers. This traditional protection mechanism was disrupted when the site was closed and visitation was discontinued. ICOMOS considers that it is important to re-activate this mechanism as part of the future visitor concept.

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ICOMOS considers that the legal protection in place is adequate.

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### **Conservation**

The property was systematically inventoried by means of digital photogrammetry, GIS and documentation of the visible structures in situ as part of the archaeological research and conservation activities. A site-specific documentation centre has been established which provides a central archive of site-related information. Before the publication of archaeological excavation results, reports on each excavation season are submitted and archived.

The condition of the unexcavated archaeological remains is assumed to be stable. Some sections were excavated and refilled after the season as a form of temporary protection. Conservation works are presently underway and aim to be completed by 2019. These are undertaken in coordination with the World Monuments Fund. ICOMOS considers that some of the conservation efforts undertaken seem rather extensive and lean towards restoration or even reconstruction. ICOMOS therefore recommends that a minimum intervention approach is applied to all future conservation projects, which is in line with the largely untouched condition of this property. ICOMOS further notes that continued extensive

conservation could have a considerable negative impact on the Outstanding Universal Value of the property.

The condition of the standing remains varies accordingly from over-restored, such as the mausoleum, to fairly good, like the Bibi Maryam mausoleum, or less good, such as the southern extra-muros cistern. ICOMOS considers that the immediate conservation following excavations needs to be adequately addressed and that a joint excavation-conservation programme needs to be established to guide a coordinated approach, as has already been started within the CNRS-WMF partnership. The greatest challenge in this is to maintain the structural stability of the excavated structures without compromising their visual readability and material authenticity.

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In conclusion, ICOMOS considers that inventories, documentation, archiving and latest conservation measures follow international standards but that conservation of the excavated structures needs to be guided by a minimum intervention approach.

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### **Management**

Management structures and processes, including traditional management processes

Management processes and strategies are guided by the Ministry of Heritage and Culture and will be implemented on a day-to-day basis by the Ministry's regional office. This regional office is intended to be restructured once the site is reopened to the public. ICOMOS notes that the current personnel capacities of both conservation and interpretation staff, but also security guards, is not sufficient for the site once it's reopened to the public and needs to be strengthened. ICOMOS considers that in light of the possible risks by earthquakes or other natural disasters, the management plan in preparation (see below) should contain risk preparedness and disaster-management strategies.

ICOMOS recommends that the current practice of contracting out conservation tasks to international firms or institutions should be used as a means of local capacity-building in order to train a site-specific team qualified to undertake ongoing conservation and maintenance works.

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

The Ministry of Heritage and Culture is preparing a Management Plan for the Ancient City of Qalhat in anticipation of its reopening to the public in 2018/19. Not yet included in the nomination dossier and unavailable during the ICOMOS technical evaluation mission, the management plan was announced in the additional information submitted by the State Party on 10 October 2017, to be completed within a month and sent to the World Heritage Centre upon its completion. However, the management plan was not submitted with the two later packages of additional information provided

by the State Party. ICOMOS recommends that the management plan is finalized, officially adopted and submitted to the World Heritage Centre and ICOMOS.

The property is currently closed to visitors for the purpose of continued excavation and conservation measures and no visitor infrastructure exists. Whilst reopening and with it a need for visitor infrastructure is envisaged by the State Party, no concrete plans for this have been presented. ICOMOS recommends that Heritage Impact Assessments are undertaken according to ICOMOS' *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* before any visitor infrastructure is approved within or around the property, to prevent potential negative impacts to the Outstanding Universal Value.

#### Involvement of the local communities

While stakeholder meetings have been held with the local resident community, there is no clear indication that community members will play an effective role in decision-making or future management of the property.

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In conclusion, ICOMOS considers that whilst the institutional management system for the property is adequate at present, human resources need to be strengthened before the site is reopened to the public. The management plan, including a section on visitor management, risk preparedness and disaster-response, is an essential management requirement and needs to be finalized and officially adopted.

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## 6 Monitoring

The State Party indicates that the Management Plan will incorporate specific actions and protocols for monitoring and periodic review based on precise indicators. The baseline for these is provided by GIS documentation which has surveyed the entire ancient city of Qalhat since 2008, including through photogrammetry executed by Iconem for the Qalhat Development Project, and the photographic and graphic archives.

The monitoring protocols will be executed by the Sur office of the Ministry of Heritage and Culture, which will also provide the basis for the documentation centre as an archive of monitoring processes. The nomination dossier anticipates a number of indicators for future monitoring exercises including annual wall stability and damage surveys as well as climatic conditions. ICOMOS notes that while the general concepts proposed seem adequate, the monitoring system needs to be established and designed in detail and be tested in its first implementation.

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In conclusion, ICOMOS considers that while the general aspects presented of the envisaged monitoring system seem adequate, the system needs to be defined more precisely and put into practice.

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## 7 Conclusions

The Ancient City of Qalhat provides an exceptional testimony of a southern port and trade of the Kingdom of Hormuz, between the 11<sup>th</sup> and the 16<sup>th</sup> centuries CE. It was one of a few major trade hubs which came under the rule of the Princes of Hormuz and prospered on the basis of its trade exchanges to the east and south. Qalhat even became a secondary capitol of Hormuz as it was seasonally resided in by various rulers and served as a refuge during times of conflict and crisis. The Ancient City of Qalhat provides unique archaeological evidence for the trade exchanges between the East Arabian Coast, East Africa, India, and as far as China and South East Asia. As such, the property provides evidence of the East Arabian side of the Indian Ocean trade networks, which predated the arrival of European colonial powers. ICOMOS considers that these characteristics give justification to criterion (ii) in relation to the interchanges of trade networks and the cosmopolitan nature of Qalhat which illustrates the intercultural composition of its inhabitants, as well as criterion (iii) as an exceptional trade and maritime centre of the Kingdom of Hormuz.

ICOMOS considers that the property fulfils the conditions of authenticity, despite concerns regarding the extensive nature of some previous restorations and recommends the adoption of a minimum intervention approach to future conservation in line with the largely untouched nature of an abandoned archaeological site. In terms of integrity, ICOMOS considers that the site is free of major threats but requires careful consideration of site infrastructure envisaged by the responsible authorities. While all structures of the city of Qalhat are within the site boundaries, ICOMOS therefore recommends that the nominated area be extended to include the shoreline which bears significance as a location facilitating the trade interaction as a transitional space between the ancient city and the ocean.

The property enjoys adequate legal protection and its management responsibility lies with the Ministry of Heritage and Culture. The team at the regional Sur office is responsible for the day-to-day management of the property. ICOMOS considers that the human resources of the management team need to be considerably strengthened before the property is reopened to the public. ICOMOS considers that, in particular, interpretation and conservation expertise is required and that the current practice of contracting out conservation work to foreign firms and institutions should be used for local capacity-building.

The State Party indicated that a site management plan is under preparation and it was supposed to be completed in November 2017. Unfortunately, this management plan has not yet been made available. ICOMOS considers that this management plan will play a crucial role in terms of tourism management strategies, risk preparedness and disaster-response measures, as well as the strategic interlinking of excavation and

conservation activities which need to go hand-in-hand. According to ICOMOS, it is therefore essential that the Management Plan is finalized and adopted at the earliest opportunity.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the nomination of the Ancient City of Qalhat, Oman, be **referred back** to the State Party in order to:

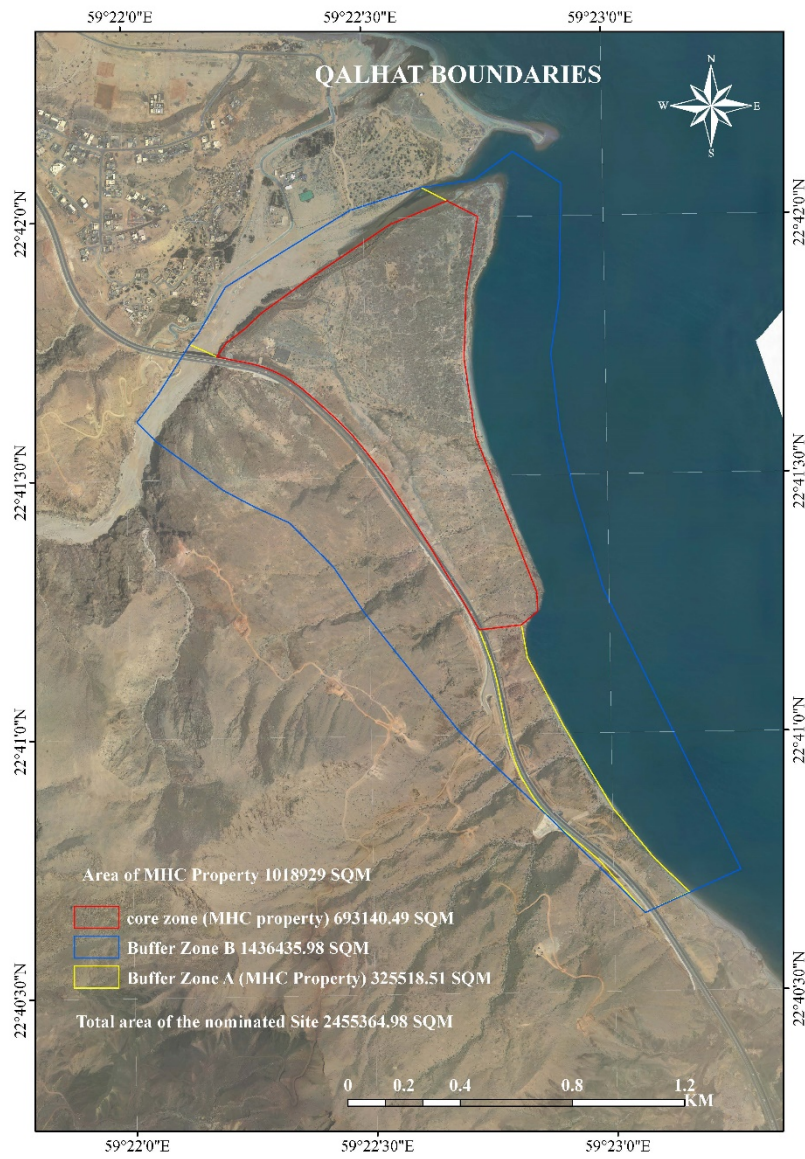
- a) Modify the property boundaries to include the shoreline along the sea, which bears significance as a location facilitating the trade interaction as a transitional space between the ancient city and the ocean and to exclude the section of the highway from the south-western borders of the property,
- b) Finalize and officially adopt the Management Plan, including tourism management, risk preparedness and disaster-response strategies, and a joint excavation-conservation programme,
- c) Strengthen the human resources capacities of the regional office responsible for the day-to-day management activities, in particular in terms of conservation and interpretation specialists as well as security guards, once the property is reopened to the public;

### Additional recommendations

ICOMOS recommends that the State Party give consideration to the following:

- d) Utilizing the current commissioning of conservation tasks to foreign firms or institutions as a means of local capacity-building in order to train a site-specific team qualified to undertake ongoing conservation and maintenance tasks,
- e) Undertaking Heritage Impact Assessments according to ICOMOS' *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* for any site infrastructure envisaged within or outside the property boundaries before such is given official approval, and communicating these to the World Heritage Centre in line with paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention*,
- f) Applying a minimum intervention approach, in line with the largely untouched nature of this property, to all future conservation projects in view of the negative impacts that extensive restoration could have on the Outstanding Universal Value of the property,
- g) Detailing further the indicators and mechanisms of the monitoring system and start its implementation at regular intervals;





Map showing the revised boundaries of the nominated property



Bibi Maryam Mausoleum



Cistern

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## **Al-Ahsa Oasis (Saudi Arabia) No 1563**

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### **Official name as proposed by the State Party**

Al-Ahsa Oasis, an Evolving Cultural Landscape

### **Location**

Al-Ahsa Governorate  
Eastern Province  
Saudi Arabia

### **Brief description**

Al-Ahsa Oasis consists of gardens, canals, springs, wells, a drainage lake, as well as historic buildings, urban fabric and archaeological sites that are seen to represent the evolution of an ancient cultural tradition and the traces of sedentary human occupation of the Gulf region of the Arabian Peninsula from the Neolithic Period up to the present.

Al-Ahsa Oasis consists of twelve component parts and is the largest oasis in the world with more than 2.5 million palm trees. The landscape of Al-Ahsa represents the different phases of the oasis's evolution and the interaction of natural and cultural heritage.

### **Category of property**

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial nomination of 12 *sites*.

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (July 2017) paragraph 47, it is nominated as a *cultural landscape*.

## **1 Basic data**

### **Included in the Tentative List**

8 April 2015

### **International Assistance from the World Heritage Fund for preparing the Nomination**

None

### **Date received by the World Heritage Centre**

26 January 2017

### **Background**

This is a new nomination.

### **Consultations**

ICOMOS consulted its International Scientific Committee on Cultural Landscapes and several independent experts.

Comments about the evaluation of this property were received from IUCN in November 2017. ICOMOS carefully examined this information to arrive at its final decision and its March 2018 recommendation; IUCN also reviewed the presentation of its comments in accordance with the version included in this ICOMOS report.

### **Technical Evaluation Mission**

An ICOMOS Technical Evaluation Mission visited the nominated property from 15 to 23 September 2017.

### **Additional information received by ICOMOS**

A letter was sent from ICOMOS to the State Party on 25 September 2017 requesting additional information regarding the boundaries of the nominated property and the buffer zone, questions regarding factors affecting the property, authenticity, conservation and management. A response with additional information was received by ICOMOS from the State Party on 31 October 2017. An Interim report was sent to the State Party on 24 January 2018. The additional information received on 28 February 2018 has been incorporated into the relevant sections below.

### **Date of ICOMOS approval of this report**

14 March 2018

## **2 The property**

### **Description**

Al-Ahsa Oasis is located in the eastern part of the Arabian Peninsula, bordered on the North by Abqaiq province, on the east by the Persian Gulf, on the west by the desert of Al-Dahna and on the south by the desert of Al-Rub' Al-Khali (the Empty Quarter). Al-Ahsa Oasis is a serial nominated property composed of twelve component parts totalling 8,544 ha in surface area, surrounded by seven buffer zones covering a total area of 21,555 ha. The property is nominated as an 'evolving cultural landscape' representing a landscape that evolved over millennia and continues to evolve, and presents as well a way of life in the Gulf region of the Arabian Peninsula.

The component parts are briefly presented below:

Component 01 (NP-001): the Eastern Oasis consists of densely cultivated palm groves of an irregular shape covering a total area of 3,885 ha. It is delineated by a network of canals that separates it from its buffer zone. It includes Jabal al-Qarah, the modern village of Bani Ma'an and a small rocky outcrop rising 30 meters above the surrounding oasis. It is connected to Al-Asfar Lake by a main drainage canal.

Component 02 (NP-002): this is the major part of the Northern Oasis, covering a total area of 2,010 ha. It is delimited on the east by the main north-south drainage canal and on the south, west and north by the 1970s project canals. It is roughly round in shape with carved

out areas for Al-Qurayn village and three areas for historic villages and their modern expansions.

Component 03 (NP-003): As-Seef is the central sector of As-Seef Oasis in Al-Hofuf, consisting of densely cultivated palm groves, covering a total area of 108 ha. It is defined on the east by Al-Hofuf historic cemetery. On its northeast side, the modern King Khaled Road delimits the component and the whole nominated property. It is defined on all other sides by the irregular shape of the oasis. An area of 150 to 200 meters is left as a green protective belt separating it from urban settlements.

Component 04 (NP-004): Qasr Ibrahim in the city center of Al-Hofuf is the main architectural built heritage from the Ottoman period of Al-Hofuf, covering an area of almost 2 ha. This component part includes a strip of land outside the defensive walls to guarantee the protection of the historic fabric.

Component 05 (NP-005): Suq Al-Qaysariyah is the main urban feature of the center of Al-Hofuf, which was recently rebuilt after a major fire. It consists of three buildings arranged on a north-south axis for about 250 meters along King Abdul-Aziz Road and covers an area of 0.93 ha.

Component 06 (NP-006): Qasr Khuzam is an historic fort located south-west of the historic city of Al-Hofuf. It covers a total area of 0.67 ha, including a strip of land to guarantee the protection of its outer facades.

Component 07 (NP-007): Qasr Sahood fort in Al-Mubarraz covers an area of 1.2 ha including a strip of land outside its walls to protect the outer facades.

Component 08 (NP-008): Jawatha archaeological site is a fenced plot of desert land of 284 ha following the limits of the land parcel. It is owned by SCTH (Saudi Commission for Tourism and National Heritage). It is located between Jabal Al-Bureiqah and Al-Ahsa National Park near Jawatha Mosque.

Component 09 (NP-009): Jawatha Mosque is restored and surrounded by a perimeter wall. Its total area is 0.08 ha.

Component 010 (NP-010): Al-'Oyun Village is composed of two connected parts: the traditional village and the palm grove. This component part is the most northerly part of the Al-Ahsa Oasis covering a total area of 63.35 ha. It is delimited by the circular boundaries of the village in the north and water canals on the other sides.

Component 011 (NP-011): 'Ain Qinas archaeological site was excavated in the 1970s and is owned by SCTH. It covers a total area of 18.8 ha and is entirely fenced.

Component 012 (NP-012): Extending over 2,170 ha, Al-Asfar Lake is a drainage zone collecting the waters from the oasis. It includes the northern part of the main drainage canal of the Eastern Oasis. It includes a

mangrove area and follows the winding boundaries of the watered areas and the sandy surroundings.

IUCN notes that *“available studies suggest that the natural environment within and surrounding the oasis components especially the ones with a more natural state (e.g. Al-Asfar Lake) is of significant importance to biodiversity, wildlife and local communities’ livelihoods. This is confirmed by the fact that Al-Hasa Lagoons are recorded in the Directory of Wetlands in the Middle East (Scott 1995). The lagoons have been also identified as an Important Bird Area by BirdLife International (BirdLife International 2017).”*

### **History and development**

Al-Ahsa has been inhabited since high Antiquity, with settlements that flourished, perished or moved location in response to changes in landscape and human activities, wars and the rise and fall of different political powers. It has always been an important center in the eastern Arabian Peninsula and connected by a network of caravan routes to central Arabia.

The earliest occupation of Al-Ahsa is in the location of the present Al-Hofuf, where remains from pre-ceramic Neolithic culture (before 6000 BCE) have been found. Other sites belonging to the 'Obeid Culture (5<sup>th</sup> and 4<sup>th</sup> millennium up to the first half of the second millennium BCE) have been found in Jawatha and 'Ain Qinas. A river that is now buried existed linking Jawatha with Al-Qannas ('Ain Qinas) site, according to archaeologists.

During the prehistoric period, Jawatha was a commercial center for the Hajar territory of Bahrain. Archaeological evidence shows that it exchanged products from southern Arabia and Persia as well as throughout the Arabian Peninsula. In the first half of the first millennium BCE, Jawatha was a node along the trade routes in eastern Arabia, firstly under the Chaldeans (605-592 BCE) and later under the Achaemenids (562-331 BCE) and continued during the invasion of Alexander the Great (335–324 BCE), then during the rise of the Seleucid and Parthian Empires, but was affected by changes to routes during the Roman Empire.

During the classical age of the Arabian overland trade (500 BCE-400 CE), Al-Ahsa Oasis was a major point along the route crossing Arabia. Jawatha was then a major urban center. The archaeological area within the nominated property is believed to preserve significant remains that are not yet fully excavated or documented. According to research and archaeological soundings carried out in 2000 CE, the remains of settlements are buried under the sand of the highlands northwest of Jawatha.

Al-Ahsa reached its maximum integration and size during the Islamic period (from 661 to the 10<sup>th</sup> century CE). It was known for the use of large scale utilization of hydraulic mechanisms operated by beasts of burden. The Al-Ahsa breed of donkey was well known



throughout the Muslim world. The circular urban shape of the villages of Al-Ahsa resulted from an irrigation canal on one side and a drainage canal on the other side circling the village as a result of the developed water management systems in Al-Ahsa.

Jawatha became important in the early Islamic period because of the conversion of the Bani Abd Al-Qais tribe to Islam. Its mosque became exceptionally important as the third mosque built in the history of Islam. The present day Jawatha mosque is a complete reconstruction by SCTH in the location of the original mosque.

From the 10<sup>th</sup> century onwards, Al-Ahsa was the capital of the Qarmatian state, which dominated most of eastern and central Arabia. But it is not known if Al-Ahsa town was built over or in the vicinity of the older town of Al-Hajar or in a totally new location. During the Qarmatian period, large areas north of Al-Ahsa Oasis were cultivated, then abandoned in later times, such as Jawatha.

The town of Al-Ahsa was invaded and reduced to an insignificant settlement by the Al-Uyuni dynasty who ended the Qarmatian dynasty. The location of Al-Ahsa town today is not certain, but there are theories suggesting that it might coincide with the present-day Al-Battaliyah village.

The Ottomans chose Al-Hofuf as their administrative capital in the Eastern Arabian Province. It is not clear when Al-Hofuf was established. It is not possible to establish its relationship with Al-Ahsa town because of the moving sand dunes. During the Ottoman period, Al-Hofuf developed as an administrative center, an important military position and an agricultural production center.

Qasr Ibrahim, consisting of a diwan building, a domed mosque and a Turkish bath, was probably founded before the full Ottoman conquest and control of the region. The Ottoman rule of the region, which started in 1549, was ended in 1680 by the Bani Khalid tribe. The earliest Friday mosque in Al-Hofuf, for which there is evidence, was called Masjid Ad-Dibs. Its location still exists to the present day in the Al-Kut quarter. The other mosque was a large domed building inside the citadel. No Turkish baths existed in either Al-Hofuf or Al-Mubarraz, except for the one in Qasr Ibrahim. The local tradition was to bathe in local natural springs.

After the 16<sup>th</sup> century, the population of Al-Ahsa Oasis was concentrated in about 50 villages spread throughout the oasis and the two cities of Al-Hofuf and Al-Mubarraz.

Al-Mubarraz town, the foundation date of which is not known, became the seat of power for the Bani Khalid rulers of Al-Ahsa from 1680 to 1792. They probably built Qasr Sahood. Nevertheless, Al-Hofuf continued to thrive as an important religious and agricultural town. Al-Mubarraz declined after the end of the rule of the Bani Khalid in 1790. Today, the fortification is the only

remaining building that is attributed to the Bani Khalid period.

The First Saudi State was established in 1792, with Ad-Dir'iyah as its capital and Al-Hofuf as its regional capital, which resulted in the growth of Al-Hofuf at the expense of Al-Mubarraz. In 1818, the First Saudi State lost Ad-Dir'iyah to Muhammad Ali, the governor of Egypt. The Second Saudi State was established by regaining control of the region between 1843 and 1871. Al-Hofuf regained its importance and its current historic core was created and remained (became the Al-Kut quarter) until the major developments of the 1970s and the 1980s.

The Second Ottoman Occupation from 1871 to 1913 resulted in the further development of Al-Hofuf as an administrative regional capital with a new large municipal building and the renovation of Qasr Ibrahim as an army barracks and office complex. Also, schools and hospitals were built. In 1913, Al-Ahsa was retaken by King 'Abdul-Aziz, who constructed a royal palace outside Qasr Ibrahim in 1920. Al-Hofuf continued as the regional capital until 1938. In the 20<sup>th</sup> century, Al-Hofuf was divided into six quarters, which were divided into smaller clusters. Between 1917 and 1923, Al-Qaysariyah was renewed.

The population of Al-Ahsa is almost equally divided into Sunni and Shi'a religious communities, with the Shi'a community mostly concentrated in the eastern part of the cities closer to the groves and the Sunni communities in the western parts, while most villages are inhabited by either one community or the other.

In 1938, oil was discovered in commercial quantities in the Eastern Province, which resulted in the foundation and growth of new settlements such as Dhahran, Al-Khobar, Abqaiq and Ras Tanura as well as the expansion of existing settlements such as Dammam with no relation to agricultural activities and economy.

In 1953, Dammam replaced Al-Hofuf as the capital of the Eastern Province, which led to the decline of Al-Hofuf and the expansion of residential areas of Al-Hofuf and Al-Mubarraz at the expense of farming areas. Since 1970, major projects have reversed the decline of Al-Hofuf as a result of the renewed importance of the city by the discovery of oil in the vicinity and also as a result of the sand dune stabilization project and the creation of a new canals network. After the great oil boom of 1973, Al-Hofuf continued to grow and merged with Al-Mubarraz. Al-Ahsa further developed and expanded towards Dhahran to the north and towards Riyadh to the west and became part of the road network of Arabian Gulf states.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The comparative analysis in the nomination dossier is made according to typological categorization of oases around the world based on: climatic differentiation, distinguishing 'hot deserts' and 'cold deserts' – Al-Ahsa being a warm one; historical origins; physical Classification (dimensions and form); and geomorphology, hydro-agricultural and architectural space. Accordingly, oases are divided into 'mountain oases' and 'plains and depression oases'.

World Heritage Sites that were compared with Al-Ahsa in the nomination dossier are Al-'Ain, UAE (2011, (iii), (iv), (v)), Figuig, Morocco (Tentative List, 2011, (iii), (iv), (v)), Bam, Iran (2004, (ii), (iii), (iv), (v)), Shibam, Yemen (1982, (iii), (iv), (v)), M'Zab, Algeria (1982, (ii), (iii), (v)), Ghadames, Libya (1986, (v)), Bahla, Oman (1987, (iv)) and Ait-Ben-Haddou, Morocco (1987, (iv), (v)). Other comparisons were made with Siwa - Egypt, Al-'Ula, Taima and Ad-Dir'iyah - KSA, Ferdows, Meymah, Ardestan, Jupar and Gonabad – Iran, and Manhattan – USA.

ICOMOS notes that the comparative analysis could be further enhanced by including some relevant examples on the World Heritage List, such as Palmeral of Elche, Spain (2000, (ii), (v)), and other examples on the Tentative Lists, such as the Oasis of Gabes, Tunisia (2008, (iv), (vii), (x)), and Island of Djerba, Tunisia (2012, (v), (vi)).

ICOMOS notes that some comparators are not relevant in the sense that they have been inscribed on the World Heritage List for different sets of attributes and values than those proposed for Al-Ahsa.

ICOMOS notes that the comparison with Al-'Ain, United Arab Emirates, highlights the lack of coherence of the nominated property as a cultural landscape. Al-Ain is similar to Al-Ahsa in being composed of a number of component parts with no visual relationships between them including palm oases, historic buildings and archaeological sites separated by modern urban fabric. However, in the case of Al-Ain, the serial site is listed as cultural sites (i.e. a group of sites). On the other hand, Al-Ahsa is nominated as a cultural landscape as a single oasis including different plantations, settlements, buildings and archaeological sites that were not considered to be included within a single oasis, or any single entity, before the post-oil large-scale developments of the 1960s and 1970s.

ICOMOS considers that the comparative analysis is not adequate with regards to the coherence of the cultural landscape concept in terms of visual relationships between the oasis and the associated human settlements, and its relationship with the surrounding desert landscape.

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ICOMOS considers that the comparative analysis does not justify consideration of this property for the World Heritage List.

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#### Justification of Outstanding Universal Value

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

- It is a unique cultural landscape resulting from the interaction of man and nature in a particular geographic and geological position, which up to the present preserves material remains representing all stages of the oasis's history;
- It is an exceptional cultural landscape created by the association of large date palm groves and built environment, continuously over a long span of time and it still maintains all the characteristics including the geo-morphological and water conditions as well as the socio-cultural ones created by nomadic, sedentary and marine-lacustrine environments;
- It bears testimony to human occupation for thousands of years up to the present;
- It includes historic buildings, such as fortresses, religious sites and agricultural landscape elements;
- It is the largest oasis in the world containing more than 2.5 million palm trees;
- It is a spectacular example of an oasis demonstrating shared values, social cohesion and technical know-how;
- The serial approach is adopted so that it includes the different components that make up the cultural landscape of an oasis with historic layers representing all phases of its history and the geographic and geological elements representing the different aspects of its environment.

ICOMOS considers that Al-Ahsa clearly is an oasis with great time depth, it has persisted over time and was important economically through its connections to trade routes across the Arabian Peninsula.

The defining characteristics of this oasis were its cultivation of dates and the complex water and sewage management systems that underpinned this cultivation. Both of these appear to have been introduced in the Dilmun period when *'The spread of the date palm brought prosperity to the towns along the trade routes of the Arabian peninsula'*. What is also clear though is that although this system largely survived until the 1960s, when the town was still mainly an agricultural town, since then the oasis has been 'transformed' in three ways: from major extensions of the date palm plantations, from changes in the irrigation system and from urban growth based on the oil industry.

The date palm plantations now produce dates for a global market. The canal system has been extensively re-engineered and extended to service this growth, and

also to address the lack of efficient ground water irrigation distribution and drainage as a result of social change. These changes have radically altered the relative status of agriculture and brought water management under the control of the Al-Hassa Irrigation and Drainage Authority rather than the farmers. And during the same period the new urban areas have led to the fusion of two towns, of Al-Hofuf and Al-Mubarraz into one town, Al-Ahsa, and the re-building of most of the traditional buildings.

Given these recent changes, Al-Ahsa Oasis can no longer be seen to reflect mainly traditional water management practices for sharing water supplies, or social systems connected to traditional settlements many of which no longer survive.

Whereas in most cultural landscapes some modern interventions have been introduced to support the persistence of traditional practices, at Al-Ahsa the interventions have all replaced traditional practices. It is thus difficult to see Al-Ahsa as a cultural landscape that reflects persistent cultural traditions and the way people interact with nature.

ICOMOS notes that in evaluating nominations of evolved landscapes that are also continuing landscapes, as well as defining what has organically evolved, there is a need to show what aspects are continuing, and the limits of change over time that will be needed to sustain the attributes of Outstanding Universal Value and maintain the evidence of evolution over time.

Because of the recent changes, what has been nominated is not the whole oasis or even a substantial part of it but a selection of isolated components that do not add up to the idea of an overall cultural landscape and cannot readily be seen to reflect all aspects of the way the oasis functioned traditionally. The justification presented by the State Party around the notion of a cultural landscape is lacking the visual and functional relationships of the different component parts of the nominated property as well as the relationships between these parts and the surrounding natural environment.

There is thus some discrepancy between what is proposed in terms of values and what is nominated on the ground.

The nomination dossier proposes an equal assessment and treatment of traditional and modern typologies, methods, techniques and materials for buildings, farms, infrastructure and water management networks and it thus cannot be said that the oasis reflects longstanding traditional practices over time.

Accordingly, ICOMOS does not consider that the justification presented by the State Party, based on the concept of an 'evolving' landscape, can be supported.

## Integrity and authenticity

### Integrity

As a serial nomination, integrity refers to whether the component parts of the nomination sufficiently cover the attributes needed to demonstrate the Outstanding Universal Value suggested by the State Party. Integrity thus relates to the ability of the 12 selected sites to represent and reflect the necessary attributes of the proposed Outstanding Universal Value.

The State Party justifies the integrity of the nominated site by five criteria: structural integrity, landscape integrity, integrity of use, development of the human settlements and control of threats.

The nomination dossier argues that the conditions of integrity of the nominated property are met through its twelve component parts by the sheer size of the property and the physical presence of the attributes of the proposed Outstanding Universal Value, including 2.5 million palm trees, water canals and water-lifting methods, urban settlements, historic buildings, and archaeological sites within the property that covers 85 km<sup>2</sup>.

According to the nomination dossier, the integrity of the nominated property as an evolving cultural landscape is justified by the long history of the habitation of the oasis over thousands of years and up to the present, which implies a combination of traditional and modern methods and techniques of water management, urban settlements and commercial activities.

ICOMOS considers that there is an issue of connection between the selected component sites, which constitute a fragmented serial nomination, some elements being very isolated from the others. The visual relationships of the different component parts, as well as the visual relationships between the different components and their natural environment, do not consistently fulfill the conditions of integrity of a cultural landscape.

ICOMOS notes that the large-scale modern water system, which was introduced in the 1960s and later, greatly impacts the visual integrity of the nominated property. Furthermore, the large-scale development of the city has engulfed the oasis and changed its setting dramatically. For example, As-Seef Oasis (NP-001, NP-002, and NP-003), where over the last few years, vast areas of new urban development have occupied the empty spaces of small *sabkha*-s, and where the traditional architecture of the villages that were supposed to be located at the edges of the groves have been mostly replaced with modern urbanization, have left the palm groves with weak visual and physical connectivity.

ICOMOS notes, furthermore, that future plans for both urban development and water irrigation networks may impact the integrity of the property. Indeed, the

regulations for the farms permit developments on the edges of roads and highways, as well as up to 30% inside the plantations. For example, urban conservation approaches required for Al-'Oyun Village (NP-010) conflict with the plan adopted for the village. Also, the Al-Asfar lake (NP-012) would certainly be affected with the creep of urbanism towards its southern border. Such threats reduce the ability of the property to be considered complete and free of current development threats.

#### Authenticity

The nomination dossier relates the authenticity of the whole serial site to 'the authentic environment', as the dynamics of the oasis ecosystem are present throughout the component parts on a massive scale and with a unique historical depth that goes back thousands of years. And that despite the rapid development of the nominated property during the 1960s and the 1970s, it preserved its authenticity by the preservation of archaeological sites, historic buildings and pre-historic landscape features, setting it apart from other oases in the world.

The State Party argues that the rapid development, modernization and transformation of the territory has secured the livelihood and sustainability of the oasis up to the present as an evolving cultural landscape.

ICOMOS notes that the nomination dossier applies the concept of an evolving landscape (i.e. the oasis is continuously evolving) in a way that raises questions pertaining to the authenticity of the built environment and the water management network.

In response to ICOMOS' Interim Report, the State Party argued that "Al-Ahsa Oasis is unique and sustainable, but it has already out-grown from just being an oasis to a more developed landscape". Furthermore, the State Party argued that with regards to evolving living heritage, integrity and authenticity should be assessed differently to allow for modifications to conserve its function and living status, referring to "ICOMOS 2015 Thematic Study, Cultural Heritage of Water (the cultural heritage of water in the Middle East and Maghreb)".

ICOMOS acknowledges that the oasis landscape has continuously evolved since the Dilmun period. However, it is the view of ICOMOS that the nature and extent of change that has occurred over the last 40 years are of a totally different nature from the pre-1960s developments.

ICOMOS considers that the present agriculture and production of dates in the oasis is a modern global mass production that differs essentially from the traditional agriculture that used to support the livelihood of the community in pre-modern times.

Whereas some modern interventions to support the persistence of traditional practices could be supported, as suggested by the ICOMOS study, the introduction of modern interventions that replace traditional practices

*'can be too great a disruption, which changes the nature of our profound understanding, and thus the expression of heritage values.'*

ICOMOS considers that the widespread practice of undocumented heavy-handed restoration and/or reconstruction impacts the authenticity of the historic buildings and urban fabric components of the nominated property in an irreversible manner.

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In conclusion, ICOMOS considers that the conditions of integrity and authenticity have not been met for the serial property.

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#### Criteria under which inscription is proposed

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

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

This criterion is justified by the State Party on the grounds that Al-Ahsa Oasis is a unique cultural landscape and an exceptional testimony to the sedentary human occupation, and the long oasis cultural tradition in the Gulf region, that has continued up to the present. It is manifested in surviving historic fortresses, mosques, springs, canals and other water management arrangements, as well as al-Qaysariyah market for food, spices and fabric. Al-Ahsa is also rich in archaeological sites.

As set out above, ICOMOS considers that an equal assessment and treatment of traditional and modern typologies, methods, techniques and materials for buildings, farms, infrastructure and water management networks cannot be said to reflect an outstanding reflection of a longstanding cultural tradition over time.

ICOMOS also notes that the inclusion of selected isolated buildings while excluding villages and large areas of historic urban fabric within the property or its landscape surroundings do not support the concept of cultural landscape or adequately reflect all the component parts of an oasis.

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ICOMOS considers that criterion (iii) has not been justified.

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

This criterion is justified by the State Party on the grounds that Al-Ahsa is an outstanding example of the oasis landscape. It is a unique geo-cultural landscape. Its history goes back for millennia of different phases of human history and preserves today traces representative of all its stages. The vast area of the

oasis includes some 2.5 million palm trees, making it the largest oasis in the world.

ICOMOS notes the historical importance that Al-Ahsa acquired in the past. However, the impact of grand-scale modernizations of plantations, water management networks and urban development next to the widespread use of heavy-handed restorations and reconstructions undermine the integrity and authenticity of what remains today of the historic Al-Ahsa. What now survives cannot be said to reflect a significant stage in human history.

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ICOMOS considers that criterion (iv) has not been justified.

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*Criterion (v): be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;*

This criterion is justified by the State Party on the grounds that Al-Ahsa is an exceptional example of human interaction with the environment. It perpetuated a great oasis throughout the millennia shaping the landscape in uninterrupted development. Al-Ahsa illustrates the main significant phases of human settlement in the Arabian Peninsula.

ICOMOS notes that Al-Ahsa is a greatly modernized oasis, with highly developed plantations, water management networks, urban developments, infrastructure and agricultural mass production industry, with little or no differentiation between historic elements, approaches and ways of life in the oasis on the one hand and on the other hand, modern elements, technology, approaches and ways of life. The lack of differentiation obscures any attributes that may represent the persistence of a traditional way of life in an oasis and its relationship with the natural environment.

ICOMOS considers that the long-standing traditional relationship between the nominated property and the natural landscape of the surrounding desert environment disappeared as a result of great developments since the 1960s and 1970s. This makes it hardly possible today to grasp the concept of an oasis and the way it functioned in Al-Ahsa, despite the great number of palm trees.

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ICOMOS considers that criterion (v) has not been justified.

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In conclusion, ICOMOS does not consider that the criteria have been demonstrated.

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#### 4 Factors affecting the property

The State Party identifies two groups of issues affecting the nominated property: firstly, environmental issues such as the decline of water resources, sand invasion, salinization and soil loss, which are escalated by global warming; and secondly, issues caused by modernization such as major modernization of constructions and agriculture, including agricultural infrastructure such as water works and waste-water disposal networks, as well as changes in legal systems that have replaced community and social norms and practices; and the great impact of modernization is a consequence of the discovery and exploitation of oil since the 1950s.

According to the nomination dossier, oil mining is not considered an issue with any present or future impact on the property, despite the fact that the biggest oil field in the world, "Al-Ghawwar", is adjacent to Al-Ahsa Oasis.

ICOMOS notes that the delay in implementing the protection law for the 'Urban Heritage' in Al-Ahsa is risking the disappearance of large sections of the traditional urban fabric. The extent of the demolition that has taken place recently in the Al-Kut neighbourhood, and the one located towards the east of Al-Qaysariyah (NP-005) is certainly a large-scale irreversible loss of urban value.

ICOMOS notes that many of the future plans for the development of the oasis are partially incompatible with the conservation of the attributes of the proposed Outstanding Universal Value. Those plans are focused more on the economic development of the Oasis (e.g. allowing large scale plantations to be developed in the north of the Northern Oasis (NP-002)). Also, urban conservation approaches required for Al-'Oyun Village (NP-010) conflict with the plan adopted for the village. In addition, Al-Asfar Lake (NP-012) would certainly be affected by the creep of urbanism towards its southern border.

ICOMOS considers that the future plans for substituting the traditional irrigation systems (*saih* and *mugharraf*), with the 1970's water irrigation system, and to further modify this with the automated dripping-water system, adopted and presented by the Irrigation Directorate, might have an irreversible impact on Al-Asfar Lake's natural ecological system, and on the growing of many other traditional crops beside dates.

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ICOMOS considers that the main threats to the nominated property are environmental issues, particularly those accelerated by climate change as well as modernization and development pressures for urban areas, farms and irrigation networks accelerated by the impact of oil discovery, exploitation and the consequent developments.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

The boundaries of the nominated property are delineated as follows:

- Agricultural and natural components (NP-001, NP-002, NP-003, NP-010 & NP-012) are defined by the natural lines of oasis palm trees or natural features, watering or drainage canals, oil pipes, and infrastructure features such as roads or electricity lines;
- Historic buildings and built up areas (NP-004, NP-005, NP-006, NP-007, NP-009 and the village part of NP-010) are defined by the actual historic buildings - and in most cases including an extra strip of land outside the building to protect outer facades; and
- Archaeological sites (NP-008 & NP-011) are entirely fenced areas belonging to SCTH.

The twelve component parts of the nominated property are buffered by seven buffer zones, which are grouped in three sectors. According to the nomination dossier, the aim of the delineation of the buffer zones is to:

- Prevent encroachments;
- Direct development projects; and
- Preserve the nominated property's visual integrity.

ICOMOS notes that the boundaries of the nominated property include selected single buildings in isolation from their immediate surroundings. In addition, the boundaries do not illustrate recognizable relationships between the different component parts or with the desert natural environment, in contradiction to the concept of a cultural landscape.

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In conclusion, ICOMOS considers that the boundaries of the nominated property and its buffer zones are not adequate to illustrate a cultural landscape as they do not show harmonious and understandable relationships among the different component parts and between the property and its natural environment.

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### Ownership

The nominated property is in both private and public ownership. The majority of the twelve component parts and seven buffer zones are privately owned. Thousands of agricultural parcels in the oasis and urban plots in the villages and built up areas are privately owned by as many owners. The archaeological sites are owned by SCTH. Infrastructure, such as roads and water management systems as well as natural resources such as mountain and desert areas, is owned by the government. Hundreds of agricultural parcels and urban buildings and plots are tied to the Islamic endowment system (waqf), which implies that some properties are managed by the Ministry of Endowments (Awqaf) and others are managed by caretakers or heirs.

### Protection

Environmental protection of the nominated property is covered by Articles 2, 5, 6, 7 and 32 of the 1992 Basic Law (referred to as "the constitution of Saudi Arabia"). However, the enforcement of the law is not always applied outside the main industrial sites.

Development is regulated by the 'Public Environmental Law' (No. M/34 dated 16 October 2001). There are also legal instruments addressing the conservation of biodiversity, including:

- Agriculture and Veterinary Quarantine Regulations, 1975;
- The Uncultivated Land Act, 1978;
- The Forest and Rangelands Act, 1979;
- The Water Resources Conservation Act, 1980;
- The Saudi Wildlife Authority Act, 1986;
- The Fishing Exploitation and Protection of Live Aquatic Resources Act, 1987;
- The Wildlife Protected Areas Act, 1995;
- The Wild Animals and Birds Hunting Act, 1999;
- Trade in Endangered Wildlife Species Act, 2000;
- Environmental Code, 2002.

Water management for landscape and agricultural lands is regulated by the Ministry of Water and Electricity (MOWE), the Ministry of Agriculture (MOA), and the Al-Hassa Irrigation and Drainage Authority (HIDA). They function under the 'Regulation Concerning the Protection of Water Sources', issued by Royal Decree No. M/34 of year 1400 H/1979 AD.

Traditionally, Islamic civil law was implemented, as codified under the Ottoman Empire prior to World War I in *Majallat al-Ahkam al-Adlia* (abbreviated as *Majallat*). Islamic civil law with regards to regulating water resources management is still respected today as Article 1 of the 'Regulations Concerning the Protection of Water Sources' of 1979 states that "*all sources of water are public property provided that rights established according to Islamic law are not infringed upon.*"

Archaeological sites and listed historic buildings are protected by the 1972 Saudi Antiquity Law, managed by the Saudi Commission for Tourism and National Heritage (SCTH).

The urban heritage within the nominated property is protected by the 'Law on Antiquities, Museums and Urban Heritage', approved in 2014. Article 46 of the law defines the coordination mechanism between SCTH, the Ministry of Municipalities and Rural Affairs (MoMRA) and the Ministry of Interior pertaining to the protection and development of urban heritage areas.

Urban regulations on the local level are defined by 'Al-Ahsa 2030 Master Plan' and the 'Indicative Plan Report for Al-Ahsa Metropolitan area' (2014), which synchronizes studies, approval plans, and regulations that are issued by MoMRA. The Plan protects agricultural land located within an urban context, which

is relevant to component part NP-003 and buffer zones ii and iii.

The municipal planning documents define Al-Hofuf's historic core as a "special environment district", and thus it is regulated accordingly.

The 2009 plan for the historic centre identifies "priority heritage axes", allocating public spaces for cultural activities but doesn't address conservation needs of the historic urban fabric.

ICOMOS notes that the municipal planning documents acknowledge the importance of preserving the existing plantations. However, its regulations permit developments on the edges of roads and highways. Furthermore, it permits development inside the plantations up to 30%, which threatens the integrity and authenticity of the plantations with modern constructions.

ICOMOS notes that the 2014 law of Antiquities, Museums and Urban Heritage should provide adequate protection to historic urban fabric, historic buildings and archaeological sites within the property. However, the law is not yet effectively implemented.

ICOMOS notes that landscape and agricultural lands are not protected by Saudi law and that the protection of the ecosystem in and around Al-Asfar Lake is not ensured.

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In conclusion, ICOMOS considers that the legal protection in place for the nominated property and its buffer zones is not effectively implemented and is in need of further development and synchronization with development plans.

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### **Conservation**

The conservation state of the nominated property is established by the State Party based on the idea of "evolving" landscape as the driving concept. The aspects are addressed within a holistic vision:

- The natural and landscape features such as lake, mountains, caves, springs, etc.;
- The oasis eco-system including gardens, canals, palms, etc.; and
- The urban fabric, historic buildings and archaeological sites.

The assessment of the state of conservation by the nomination dossier is based on the understanding that "landscape" is never "static", but an "evolutionary" phenomenon in constant transformation. Thus, the state of conservation assessment addresses the "directions" of the ongoing transformation.

The oasis eco-system was subject to an in-depth investigation in 2013, which concluded that Al-Asfar Lake is a long-established and functional ecosystem that shows some resilience to considerable pollutant loads entering the system. In addition, the lake system supports significant bird life. Studies on the biodiversity associated

with the oasis should be promoted: this would reveal the importance of the biodiversity living in the oasis itself and the environments surrounding it, and the role of local people which should be better known or better specified in order to better manage the natural components of their oasis.

Traditional date palm agricultural techniques are complemented with modern techniques aiming to improve the quality and quantity of the oasis output, which constitutes a major share of the Saudi national production of dates.

The Date Palm Research Centre (DPRC) was established in 1983 at King Faisal University in Al-Hofuf and aims to be "*the leading regional centre and a worldwide recognized pole of excellence in date palm research and development*". The nomination dossier argues that the massive production of the high quality dates of Al-Ahsa is "*a proof of the extraordinary vitality*" of the oasis and of its extraordinary "*state of conservation*" as a living productive landscape.

As for the urban fabric, Al-'Oyun Village (component part NP-010) is mostly in a ruinous dilapidated state and mostly deserted. The nomination dossier states the start of a "*precise survey of the historic core*" as a step towards the conservation and rehabilitation of the village.

Historic buildings and archaeological sites are managed and maintained by SCTH. Interventions have been made to some monuments over the last twenty years, some of which were restored or reconstructed and others were reused. SCTH carried out the restoration project for Qasr Ibrahim, Al-Mubarraz and the fortress of Al-Hofuf. Al-Turath Foundation carried out the restoration of Al-Amiriyah School, which included partial reconstruction, and Jawatha Mosque.

ICOMOS notes that no adequate records or reports of the state of conservation exist for the different component parts of the nominated property. Although the additional information submitted by the State Party as per ICOMOS' request includes some records, the available records remain either outdated or not conforming with international best practices for documentation of cultural heritage.

ICOMOS is of the view that the premise that "landscape is never static, but an evolutionary phenomenon in constant transformation" does not mean that appropriate records, monitoring and reporting on the state of conservation are not needed for preserving the significance of the property and its integrity and authenticity.

In response to ICOMOS' Interim Report, the State Party argued that they "*are in the process to review the output documents and to prepare a more detailed update.*"

ICOMOS notes that the widespread practice of heavy-handed restoration and/or reconstruction affects the authenticity and the state of conservation of the historic buildings and urban fabric components of the property.

While most of the said practices were observed in the recent past, the nomination dossier does not include clear indications that a major change of approach and philosophy of conservation have been adopted by the State Party.

In response to ICOMOS' Interim Report, the State Party expressed their understanding of the concerns raised by ICOMOS and stated: *"We are in dialogue with our regional partners and took active measures to minimize the impact of such works and we are ready to cooperate with whom WHC deems to be important in this regards"*.

ICOMOS notes that reversing such widespread practices that have been adopted for a long time requires the implementation of long-term training programs. Such changes will be greatly appreciated as they should positively impact future interventions. However, damage and loss of authenticity that resulted from previous interventions cannot be reversed.

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In conclusion, ICOMOS considers that the state of conservation of the nominated property overall is not proven to be adequate.

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## Management

Management structures and processes,  
Including traditional management processes

The different component parts and aspects of the nominated property are currently managed by five national level main stakeholders and ten local level main stakeholders. The coordination of all stakeholders is carried out by 'The Oasis Higher Management Committee' under the direction of HH the Governor of Al-Ahsa, which meets monthly.

The process of nominating the property initiated a series of meetings of local stakeholders and a 'Management seminar' was organized for all main stakeholders in October 2016 and a second seminar was scheduled for March 2017.

A new Management Scheme has been formally approved by the Governor of Al-Ahsa, which aims to better coordinate and integrate management mechanisms of the oasis at Municipal and Provincial levels on the one hand, and on the other coordinating field activities with the headquarters of MoMRA and SCTH in Riyadh.

The new Management Scheme formed a 'Higher Committee' (HC) and a 'Site Management Unit' (SMU) based in Al-Ahsa Municipality.

According to the nomination dossier, an Action Plan will be completed and submitted to the World Heritage Centre as additional information. The HC will be responsible for overseeing the implementation of the Action Plan.

The SMU will play the role of site manager and will be responsible for verifying all planning regulations for the

nominated property, its buffer zones and the larger urban and natural setting, in order to ensure their conformity with the requirements and principles of the World Heritage Convention.

An independent 'Scientific Committee' will be established to provide technical advice to local leadership for the management of the nominated property.

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

Within the framework of the 'Management Plan Guidelines', which was prepared within the process of preparing the nomination of the property, a number of initiatives for the conservation and development of the oasis have been identified as follows:

Landscape initiatives:

- The revitalization and re-creation of Al-Ahsa Oasis's traditional environment in a selected area;
- Water pollution control and ecological revitalization of Al-Asfar Lake;
- Heritage Impact Assessments for all development projects;
- Coordination of the private sector to create modern tourist facilities.

Architectural and urban heritage initiatives include the preservation and revitalization of the remaining heritage fabric of Al-Hofuf and Al'Oyun village.

Archaeology and cultural initiatives:

- Creation of a new museum;
- Launch archaeological excavation campaigns and archaeological research work;
- Creation of visitor center;
- Survey, listing and preservation whenever possible of remaining traditional components of the oasis;
- Revitalization, maintenance and reuse projects for major historic buildings;
- Control, coordination and supervision of ongoing private sector projects in Jawatha area and Al-Qarah caves;
- Organization of an international scientific conference on "Oasis and Development".

The budget for the preservation and revitalization of the nominated property is allocated by the central Saudi government through the Ministry of Municipalities and Rural Affairs (MoMRA), and managed by four main stakeholders: SCTH, Al-Ahsa Central Municipality, the Ministry of Agriculture and HIDA.

The local SCTH Heritage Department consists of 15 staff, including the director (an archaeologist), two museum experts, an administrator and eight site guards.



The tourism staff consists of 17 employees engaged mainly in tourism-related public relations and media tasks.

Other local staff of the Municipality, the Irrigation and Drainage Authority, the Department of Agriculture, Al-Ahsa National Park, as well as staff at headquarters of these bodies, are also engaged in the management of the nominated property.

The nominated property is the first Saudi nomination of a 'cultural landscape'. SETH is working on developing the number and professional qualifications of its staff in managing this kind of property.

According to the nomination dossier, the intended development of a comprehensive strategy for the sustainable development of the oasis will include risk preparedness. The SMU will oversee the realization of the risk management strategy in coordination with national security and civil defense.

Sustainable cultural tourism strategy is one of the priorities of the site management plan, with the intention to offer a holistic presentation of the property including tangible and intangible aspects. It is part of a large-scale regional tourism plan for the Eastern Province and the Gulf coastal area.

Visitors to Al-Ahsa have increased in number over the past few years. There are seven licensed hotels offering 668 rooms and furnished apartments offering another 1,664 rooms, and eleven tour operators active in the city, which are expected to grow in number. There are 40 travel agencies and 15 licensed tourist guides, who are also expected to grow in number.

IUCN notes that *"the need for the management of the oasis to include a specific component of studying, understanding, monitoring and conserving the biodiversity of the oasis as an integral part of its heritage protection and sustainability. Focus should be given to the biodiversity within the oasis as well as surrounding it. Regular monitoring of the water quality in main water bodies of significance to waterfowl and other related biodiversity groups is also deemed important for the maintenance of natural habitats of the property. The above suggested measures need to take into account the past, current and foreseen impacts of climate change on key ecosystem services provided by the property."*

ICOMOS notes that it is not clear how the SMU will work within the Municipality and how it will relate to all other stakeholders and authorities. Also, the mechanism of how SMU will work with the HC for an effective implementation is not clear.

ICOMOS considers that capacity building programs are required for the SMU personnel in conservation theory and methodologies.

ICOMOS notes that the chosen location for the new museum at the southernmost part of the property will not

make it easy for visitors to grasp the totality of the property, given its great size and individual components.

ICOMOS notes that efforts for interpretation, presentation and visitor management of the property need further development to address the vast area of the property and the big distances between the different component parts.

#### Involvement of local communities

The preparation for nominating the property brought together a number of grassroots organizations, the civil society and the local university. The management plan foresees an important role for the civil society and local community in supporting the sustainable development and conservation of the property.

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In conclusion, ICOMOS considers that special attention is needed for mechanisms of coordination and collaboration of the large number of stakeholders for the management of the different components of the property. Also, attention is needed for capacity building, interpretation, presentation and visitor management, and for including the local communities and traditional knowledge in the conservation of the cultural and natural components of the property.

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## 6 Monitoring

There is no formal monitoring regime in place, but HC and SMU are working on bypassing current administrative barriers and establishing a mechanism of coordination with different stakeholders. The nomination dossier identifies monitoring indicators according to the following groups:

- Environmental indicators
- Agricultural indicators
- Conservation indicators
- Planning indicators
- Tourism indicators

SMU will gather and elaborate the reports on a monthly basis and statistics from different stakeholders to form an annual report on the 'State of Conservation' for the nominated property. The report will be approved by SETH headquarters.

ICOMOS notes that, in general, the indicators identified by the State Party are appropriate. However, a more precise periodicity is recommended.

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In conclusion, ICOMOS considers that the monitoring regime, once in place, could be considered valid in a general sense, but could be improved by more precise periodicity.

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## 7 Conclusions

Al-Ahsa is clearly important as an oasis that has long time depth having been inhabited since antiquity, and developed over time in response to changing political and historical circumstances. It was also important in economic terms when linked to the network of caravan routes across the Arabian Peninsula. The defining characteristics of this oasis were its cultivation of dates, introduced in the Dilmun period and the complex water management and drainage systems that underpinned this cultivation.

In the past 50 years, Al-Ahsa has rapidly developed to become the largest oasis in the world and one that now functions on an industrial scale. In the process major transformations have taken place to the physical as well as social structures. The date palm plantations have been much extended, the canal system extensively re-engineered and new urban areas developed resulting in loss of most traditional buildings. Given these changes, Al-Ahsa Oasis can no longer be seen to reflect mainly traditional water management practices or the social systems connecting traditional settlements to the farming and desert landscapes.

Whereas in most cultural landscape some modern interventions have been introduced to support the persistence of traditional practices, at Al-Ahsa the interventions have all but replaced traditional practices. It is thus difficult to see Al-Ahsa as a cultural landscape that reflects persistent cultural traditions involving interaction with nature.

ICOMOS notes that in evaluating nominations of evolved landscapes that are also continuing landscapes, as well as defining what has organically evolved, there is a need to show what aspects are continuing, and the limits of change over time that will be needed to sustain the attributes of Outstanding Universal Value and maintain the evidence of evolution over time.

A further issue is that what has been nominated is not the whole oasis or even a substantial part of it but a selection of isolated components that do not add up to the idea of an overall cultural landscape and cannot readily be seen to reflect all aspects of the way the oasis functioned traditionally through interacting with its natural environment.

Thus, an evolved landscape is one where the current form of the landscape or aspects of it clearly reflects, through its 'component features', the way it has evolved over time and these need to persist. ICOMOS therefore considers that the identification of the nominated property as an 'evolving' landscape is inappropriate as it fails to identify the permissible limits of change. Furthermore, it does not pay attention to the difference in nature, approach, scale, materials and technology between the modern development plans and expansions since the 1960s on the one hand, and the pre-modern traditional evolving of the oasis on the other hand.

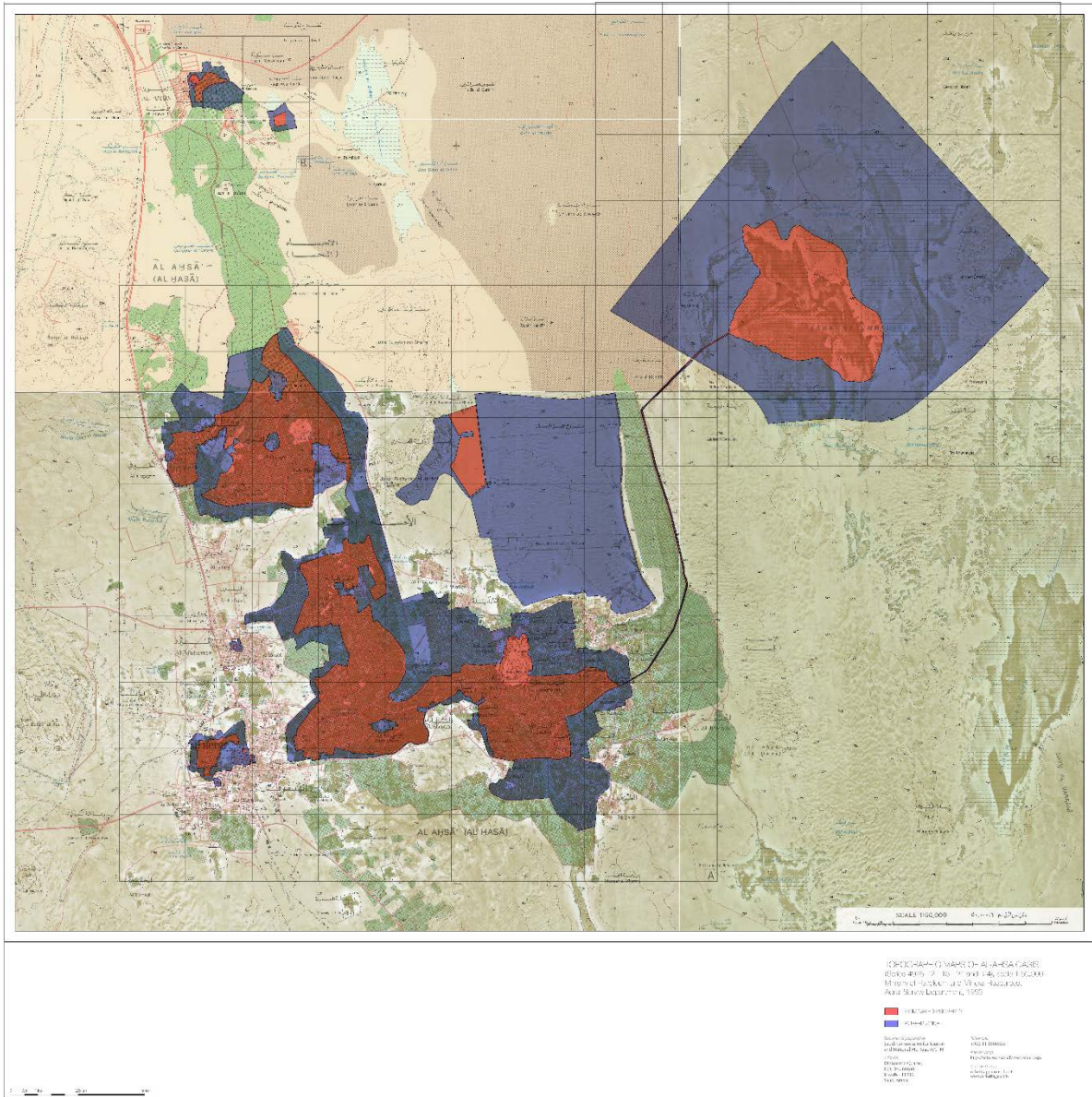
ICOMOS also considers that the integrity of the nominated property is not demonstrated as the large-scale modern water management networks, and the modern urban developments since the 1960s, have greatly impacted the property. Furthermore, the property is threatened by the future development plans for Al-Ahsa.

In conclusion, ICOMOS considers that the property has not demonstrated Outstanding Universal Value.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that Al-Ahsa Oasis, an Evolving Cultural Landscape, Kingdom of Saudi Arabia, should **not be inscribed** on the World Heritage List.



Map showing the boundaries of the nominated property



Al-Qubbah Mosque in Qasr Ibrahim



Al-Ahsa Oasis, irrigated fields

## **IV Cultural properties**

- A Arab States**  
New nominations
  
- B Asia – Pacific**  
New nominations
  
- C Europe – North America**  
New nominations



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# Historic Monuments and Sites of Ancient Quanzhou (Zayton) (China)

## No 1561

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### Official name as proposed by the State Party

Historic Monuments and Sites of Ancient Quanzhou (Zayton)

### Location

Fujian Province  
China

### Brief description

Quanzhou (known as Zayton in Arabic and western texts) was a prominent node in the maritime trading routes in the 10<sup>th</sup> to 14<sup>th</sup> centuries. This serial property consists of sixteen components, including the remains of historical dock structures, a stone bridge, pagodas, archaeological sites, important inscriptions, and statues, temples and shrines of diverse faiths (Buddhism, Confucianism, Manichaeism, Islam). Together, these components are nominated to represent the geocultural influence and intercultural exchanges between China, southeast Asian ports and further afield. Quanzhou is therefore nominated as part of the complex phenomena of the Great Maritime Routes or Maritime Silk Routes.

### Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial nomination of sixteen *sites*.

## 1 Basic data

### Included in the Tentative List

20 January 2016

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

26 January 2017

### Background

This is a new nomination.

### Consultations

ICOMOS consulted its International Scientific Committee on Underwater Cultural Heritage, on Historic Towns and Villages, and several independent experts.

### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the nominated property from 24 to 29 September 2017.

### Additional information received by ICOMOS

A letter was sent to the State Party on 5 October 2017 requesting additional information on the selection of components; thematic framework of maritime silk roads/routes; shipwreck protection; climate change impacts; concepts of restoration; buffer zone regulations; tourism management; and the status of the management plan.

An Interim Report was provided to the State Party in January 2018 summarising the issues identified by the ICOMOS World Heritage Panel. Consultation meetings occurred between ICOMOS and representatives of the State Party to discuss these issues on 23 November 2017 and 8 February 2018.

Additional information was received from the State Party on 2 November 2017 and 24 February 2018 and has been incorporated into the relevant sections of this evaluation report.

### Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description of the Serial Nomination

Note: Due to limitations on the length of evaluation reports, not all sites in this nominated property have been described in this report. In the nomination dossier and the additional information, each component site is described in text and images, including their individual histories, state of conservation, contribution to the proposed Outstanding Universal Value of the serial property, and key attributes.

This nomination consists of a series of sixteen components selected to demonstrate the historical importance of China's port city of Quanzhou (historically known as Zayton in Arabic and western texts) during the Song and Yuan dynasties. During this period, Quanzhou was a strategically important location within maritime trade routes that facilitated exchanges between Europe and Asia. These routes and their histories are referred to as the 'Maritime Silk Routes'.

The sixteen sites total 101.14 ha and each is surrounded by a buffer zone (which together total 581.82 ha).

The sixteen components are divided thematically into three groups: historic sites of maritime navigation and trade (8 components); multi-cultural sites (6 components); and historic sites of urban infrastructure (2 components).

### Historic Sites of Maritime Navigation and Trade

Wanshou Pagoda is a five-storey stone pagoda constructed between 1131-1162 (Song Dynasty), situated at the highest point of Quanzhou Bay. The State Party considers that it acted as a navigation marker for the port.

The component comprises an area of 16.7 ha, with a buffer zone of 86.03 ha. A 'calabash'-shaped top was added in 1981.

Liusheng Pagoda is a five-storey stone pagoda overlooking Shihu Dock. Construction began in 1111 (Song Dynasty), and a restoration financed by a maritime businessman occurred in 1336-1369 (Yuan Dynasty), reflecting the prosperity of Quanzhou in the 14<sup>th</sup> century. The State Party believes that the pagoda acted as a navigation marker for the main channel. The pagoda was restored in 1982. The component is bounded on some sides by a modern container port and other industrial buildings. The component comprises an area of 2.34 ha, with a buffer zone of 29.29 ha.

Shihu Dock is located in the outer port of Quanzhou, and is believed to have been constructed between 713-741 (Tang Dynasty). The dock has an important strategic position, facing the mouth of the main channel. In 1068 (Song Dynasty) an over-water fortress was built here, along with a bridge, paths and stairs. The dock was restored several times during the Song Dynasty, and the Song Dynasty stone base remains. The component comprises an area of 3.13 ha, with a buffer zone of 11.23 ha.

The Meishan Dock and Wenxing Dock (Estuary Docks) were built in the Song Dynasty, and are located at the juncture of the river and the sea. These stone docks were important for commerce and the coastal defence of Fashi Port, one of the most prosperous of Quanzhou's ancient ports. There are temples near the docks for the worship of the sea god; and a small stone 'casket'-shaped pagoda stands on Wenxing Dock. Surveys in the 1950s and 1980s have found a shipbuilding site, stone anchors and several stone Islamic tombs in this area. There is one shipwreck located within the land area of this component. These docks were restored in 2002. The component comprises an area of 19.78 ha, with a buffer zone of 56.82 ha.

The Jiuri Mountain Wind-Praying Carvings are records of prayers and ceremonies for smooth sailing, and reflect the uncertainty of the winds. Ceremonies were organised to pray to King Tongyuan, god of the sea. There are 10 well-documented carvings, the earliest dated between 1174 and 1266, reflecting sailing traditions during different seasons of the year. In 1991, a UNESCO 'Maritime Silk Roads' mission visited this site and left their own carved inscription. The component comprises an area of 11.4 ha, with a buffer zone of 45 ha.

Zhenwu Temple was for the worship and the offer of sacrifices to Zhenwu Dadi, a Taoist deity and god of the sea. Constructed between 967-990 (Song Dynasty), the preserved Song Dynasty features include the stone base, platform base, section of pavement, and carved lions on the staircases. The wooden features were restored in the Qing Dynasty. The component comprises an area of 3.84 ha, with a buffer zone of 72.76 ha.

Tianhou Temple is the oldest and highest-level existing temple for worship of the sea goddess Tianhou (or Goddess Mazu). The temple was constructed in 1196 (Song Dynasty). The Song Dynasty stone foundation remains, and the wooden structure preserves the original features of the Qing Dynasty. The main hall houses a statue of Tianhou, and a large-scale wall painting titled 'Crowning the Heavenly Queen'. The Temple was restored in the 1990s with money from overseas Chinese philanthropists. The component comprises an area of 0.78 ha, with a buffer zone of 4.31 ha.

The Kiln Sites at Jinjiaoyi Hill of Cizao Kilns were built in the 10<sup>th</sup> century and abandoned in the 14<sup>th</sup> century; and were important sites of production of export porcelain, evidence of the prosperity of trade in these periods. Quanzhou has a high density of such kilns - more than 150 are known. Cizao kiln products have been found in archaeological excavations in south-east Asia, South Asia and East Africa, and in shipwrecks in the Xisha Islands and South China Sea. Excavations in 2002-2003 have identified four dragon kilns, a workshop, and many artefacts. The component comprises an area of 6.45 ha, with a buffer zone of 61.7 ha.

#### Multicultural Sites

Located in the centre of the ancient city, the Confucius Temple of Quanzhou is the largest existing complex featuring architectural elements of the Song, Yuan, Ming and Qing Dynasties in south-east China. Constructed from 976 to 984, the temple is notable for its age and grand size. The component comprises an area of 3.59 ha, with a buffer zone of 8.15 ha.

A Stone Statue of Lao Tze (the founder of Chinese Taoism) made in the Song Dynasty is located in a scenic reserve outside Quanzhou, and represents the cultural diversity of this area. This component comprises an area of 1.9 ha, with a buffer zone of 4.25 ha.

The Kaiyuan Temple is one of the oldest structures in Quanzhou, and is notable for its incorporation of Asian and western cultural influences, including Buddhist and Hindu elements. The temple was built in 686 (Tang Dynasty), and its layout has changed over time. There are many structures within the temple, including a scripture repository with 27,000 scriptures. This component comprises an area of 7.23 ha, with a buffer zone of 9.06 ha.

Two Islamic Tombs for the Third and Fourth Sahabahs in China date from the 7<sup>th</sup> century (Tang Dynasty) and feature Chinese and Arabic architectural styles. They were restored in the Yuan Dynasty, and again in 1962. Zheng He visited these tombs in 1417 (Ming Dynasty) before his voyage to the west. This component comprises an area of 4.08 ha, with a buffer zone of 17.58 ha.

Located in downtown Quanzhou, the Qingjing Mosque (Masjid a-Ashab) is one of China's earliest mosques, and demonstrates the introduction of Islam to China via the maritime trading routes. Constructed in 1009 (Song



Dynasty), the mosque was restored by a famous pilgrim from Shiraz, Ahmad Bin Muhammad Quds in 1310. Inscriptions demonstrate that the mosque was built by business people involved in maritime trade. This component comprises an area of 2.15 ha, with a buffer zone of 5.23 ha.

The Statue of Mani in the Cao'an Temple is the world's only remaining stone statue of Mani, the founder of Manichaeism or Zoroastrianism, which was introduced to China around the 6<sup>th</sup>-7<sup>th</sup> century. Originally built in a thatch building between 1131 and 1162 (Song Dynasty), the stone temple was built in the Yuan Dynasty. Some Yuan Dynasty features remain, and other elements were rebuilt in the modern period. This component comprises an area of 2.69 ha, with a buffer zone of 6.91 ha.

#### Related Historic Sites of Urban Infrastructure

The site of Deji Gate (south city gate) is an excavated archaeological site, located in downtown Quanzhou. Built in 1230 (Song Dynasty), with repairs in the Yuan, Ming and Qing Dynasties, this is the only site remaining of the seven gates of Quanzhou. Archaeological excavations in 2001-2002 revealed the extent of the site, and carvings of Hinduism, Nestorianism, Islam and Buddhism in the Song and Yuan Dynasties. This component comprises an area of 0.39 ha, with a buffer zone of 4.7 ha.

The Luoyang Bridge (Wan'an Bridge) was built between 1056 and 1059 (Yuan Dynasty), and was the first flat-beam cross-sea stone bridge in China. The bridge made land-sea transport possible and made Fuzhou and other cities within the reach of Quanzhou port. The Song Dynasty foundations are preserved, along with Ming Dynasty restorations, and further restorations in 1993-1996. There is also a memorial to Cai Xiang (prefecture chief that facilitated the bridge project), Zhaohui Temple, and a number of pagodas, steles and statues. The component comprises an area of 14.69 ha, with a large buffer zone of 209.8 ha.

#### History and development

The movement of peoples, cultures, philosophies, technologies, religions and commodities via maritime travel has a deep and continuing history in every region of the world. By the 2<sup>nd</sup> century BC, there were significant movements between Japan, Korea and China, and between China and the Malay Peninsula and Straits region, connecting with Indian traders and beyond. This network of maritime transportation and trade ran through the waters of the Western Pacific Ocean, the Strait of Malacca and the Indian Ocean using the monsoon weather patterns to guide navigation. This nomination is associated with these complex maritime transportation corridors and nodes.

The relatively recent term 'maritime silk routes' (or 'great maritime routes') is not straightforward, as it describes a number of historical periods, regional encounters and diverse outcomes. The overland and maritime 'silk routes' that connected goods and people in Asia, Europe, the Middle East and Eastern Africa were also not single

continuous avenues, but represent multiple smaller movements that, together, connected vast territories.

Quanzhou is located in at a junction between the ocean, rivers and inland. The serial property proposed by the State Party is oriented around the transcontinental maritime trade that flourished during China's Song (960-1279) and Yuan Dynasties (1279-1368), creating intensive flows of knowledge, culture and commodities. China's Quanzhou (known historically as Zayton) is therefore likened to Venice in terms of its central importance, influence and prosperity during the 10<sup>th</sup> to 14<sup>th</sup> centuries.

In China, maritime trading shifted to coastal areas in the southeast, aided by favourable policies for trade in the Song and Yuan Dynasties. During the Northern Song Dynasty, Quanzhou became one of the two most important strategic ports of China, together with Guangzhou, and experienced prosperity, trade and cultural exchange.

The State Party notes that Marco Polo, Odorico da Pordenone and Ibn Battuta, three famous travellers of the Middle Ages, described the prosperous city of Zayton in their writings. Chinese and Arab merchants settled in Quanzhou, facilitating exchanges between the Central Plain area and the southeast coastal area.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The comparative analysis has been presented by the State Party on two different levels. The first is to compare Quanzhou with relevant properties on the World Heritage List and Tentative Lists; and the second aims to justify the selection of the sixteen nominated components within the context of all available sites and features.

For the first part, the State Party has compared Quanzhou with other port cities on the World Heritage List and Tentative Lists. Detailed comparisons are made with four major World Heritage port cities associated with maritime routes between Europe and Asia: Goa (India), Venice and its Lagoon (Italy), Macao (China), and Malacca (Malaysia). The State Party points out that unlike Quanzhou, these were colonial ports and that they are not associated with trading in the 10<sup>th</sup> to 14<sup>th</sup> centuries. The State Party also provided comparative information for other port cities in the Western Pacific and Indian Ocean, six of which are on the World Heritage List: Kilwa Kisiwani (Tanzania), Vigan (Philippines), Hoi An (Vietnam), Zanzibar (Tanzania), Lamu (Kenya), and Jeddah (Saudi Arabia); and four on Tentative Lists: Alexandria (Egypt), Butuan Archaeological Sites (Philippines), Qalhat (Oman) and Jakarta (Indonesia).

It also draws many comparisons worldwide with the individual components that comprise the nomination.

The State Party has compared Quanzhou with other Chinese port cities that form parts of the 'Great Maritime Routes', including: Guangzhou, Ningbo, Yangzhou, Beihai, Zhangzhou, Fuzhou, Nanjing and Penglai. Each of these has important cultural heritage features relating to maritime routes and trade. The State Party considers that Quanzhou preserves the largest number of historic buildings with different typologies linked to the maritime trade. The analysis also emphasizes the significance of the proposed property during the Song and Yuan dynasties.

ICOMOS considers that the comparative analysis has provided a relevant overview of historical port cities, demonstrating the contrasts and continuities across the geo-cultural region, including inter-cultural exchanges and urban morphologies. However, in the additional information provided in February 2018, the State Party states that Quanzhou is not nominated as a port city, but as a combination of historic and cultural monuments and sites that have functional links oriented in a particular period of openness in Chinese history. ICOMOS considers this to be an important clarification, but that it has not been the subject of comparative analysis.

The State Party also makes reference to the role of Quanzhou in the larger system of maritime routes in order to justify the Outstanding Universal Value. However, the State Party does not include any cultural routes on the World Heritage List or Tentative Lists in the comparative analysis.

The State Party's argument relies on a UNESCO study 'Integral Study of the Silk Roads: Roads of Dialogue 1988-1997'. However, ICOMOS considers that the extensive work associated with the inscription of sections of the land-based Silk Routes in China and Central Asia is relevant, as it provides an important methodological model for the consideration of the maritime routes. ICOMOS also notes that new transnational thematic work on the concept of 'Maritime Silk Routes' has recently commenced, and that an expert meeting to consider the chronological and geographic scope of the Maritime Silk Routes (MSR) and the potential for serial World Heritage nominations was held in London in May 2017 (although no reports are yet available). Therefore, the essential strategic work needed for this vast transnational theme is just beginning. While ICOMOS understands that the State Party has decided not to propose this nomination as a cultural route, ICOMOS nevertheless considers that this is a gap in the comparative analysis.

ICOMOS is concerned that the current global thematic studies are not yet able to establish a clear overall thematic framework on the maritime silk routes that could guide the consideration of properties for the World Heritage List. The State Party acknowledges the importance of this work, and has indicated its willingness to work cooperatively to further develop the thematic framework for the 'maritime silk routes'. However, the State Party does not consider it necessary to wait for this work to be completed in order to recognise the

Outstanding Universal Value of the monuments and sites in Quanzhou, and has not indicated its future intentions for future nominations within the thematic framing of the maritime silk routes.

ICOMOS agrees that the maritime routes, connections and legacies are worthy of greater attention. While the State Party recalls that the ICOMOS Gap Report (2004) identifies maritime routes as a gap, this is not entirely relevant as the current nomination is a serial nomination within a single locality and is not nominated as a cultural route. The ability of the serial nomination to be considered in the manner in which it is proposed therefore heavily relies on the ability of the selected components to represent this early period of maritime trading and prominence.

In relation to the second dimension of the comparative analysis, the State Party has justified the selection of the components on the basis that they are outstanding examples of the cultural heritage of China, and that many of them are also rare masterpieces of art, history, religion and architecture. The State Party argues that many of them could be nominated for inscription in the World Heritage List in their own right. Furthermore, the State Party considers that the sixteen components are those that best meet the requirements for authenticity and integrity, have the needed levels of protection and management, have appropriate settings and are supported by local stakeholders. However, a systematic analysis within the context of the overall number and types of extant sites in Quanzhou from this period has not been provided. In the additional information, the State Party acknowledges that there are some other sites that were not selected, such as the Meiling Site of Dehua Kilns, Tukeng Village and the larger area in the Qingyuan Mountain area (where the Statue of Lao Tze is located). However, the State Party does not consider that the integrity of the nominated serial property is affected by the absence of further components.

The comparative analysis presented by the State Party compares Quanzhou as a major hub or 'node' within the complex histories of the 'maritime silk routes', and has presented a nomination of a group of monuments and sites from this period. The comparative analysis does not clearly justify the selection the sixteen individual components within the context of the city of Quanzhou. ICOMOS notes that while some of the components seem potentially outstanding within China, others are not; and together they are too disparate to express the history of maritime trade that is central to this nomination. These issues are explained in more detail in the section on 'Integrity' (below).

In conclusion, ICOMOS does not consider that the sixteen sites collectively portray the historical narrative to which they have been associated in the nomination dossier or the additional information provided by the State Party.

While the geo-cultural comparisons presented by the State Party are sound and demonstrate that maritime trading routes are indeed a gap in the World Heritage List, ICOMOS considers that the comparative analysis does not justify the specific serial approach undertaken or the selection of the components of the property. ICOMOS considers that the comparative analysis does not justify consideration of this property for the World Heritage List.

### **Justification of Outstanding Universal Value**

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

- Quanzhou established itself as China's most prosperous port city and trade nexus for maritime trade in the specific historical period of the 10<sup>th</sup> to 14<sup>th</sup> centuries;
- Quanzhou fostered an exceptional maritime cultural tradition, manifested by its inter-connected and efficient land-sea-river transportation infrastructure, and its traditional techniques of shipbuilding and craftsmanship of stone architecture;
- The maritime trade routes can be seen as equivalent or parallel to the land silk routes across Eurasia from the 13<sup>th</sup>-14<sup>th</sup> centuries;
- Together the sixteen components are complemented by a wealth of moveable heritage that provides a testimony to the peaceful co-existence and fusion of diverse cultures during this period;
- The nominated components exhibit a unique ocean-river-land transportation system that supported the flourishing of trans-regional trade and inter-cultural exchanges through the great port known historically as Zayton;
- The nominated property can demonstrate the growth of industries associated with the trade in a wide range of material products (such as porcelain, tea and silk);
- Multicultural existence in Quanzhou is demonstrated by the diverse religious components, as well as local belief systems and practices concerning safety at sea.

In the Additional Information provided by the State Party in February 2018, several additional bases for the Outstanding Universal Value were given, including its ability to portray three types of social and cultural traditions that are demonstrative of interchanges through trade:

- an outstanding tradition of stone architecture and stonework craftsmanship;
- a tradition of maritime culture based on the richness of culture and the arts and respect for religious beliefs in ancient China;
- a tradition of mutual respect, inclusion, peaceful co-existence and common prosperity and diverse cultures.

ICOMOS considers that the last two of these new justifications were already presented in the nomination dossier, although at a high level of generality; and that the first seems inconsistent with the case made in the initial

nomination dossier which focused on the maritime silk routes. These additional elaborations were submitted late in the evaluation cycle without the further comparative analysis that they suggest. ICOMOS therefore considers that these are therefore unable to be supported within the context of the evaluation of this nomination.

The serial approach is justified by the State Party in order to represent the most significant characteristics of three identified dimensions of Quanzhou's maritime trading prominence in the 10<sup>th</sup> to 14<sup>th</sup> centuries, namely: the port and the city's infrastructure (docks, city gate, landmarks); the religious diversity of Quanzhou, including evidence of Confucianism, Buddhism, Taoism, Islam, Manichaeism, Nestorianism, Hinduism, and local belief systems; and the industrial production of trade products (porcelain kilns). ICOMOS considers that the establishment of three different typological groupings, and three different criteria have impacted negatively on the clarity of the nomination, and that the serial approach has not been convincingly applied.

ICOMOS notes that, for the most part, the idea of 'maritime silk routes' underpins the justification for Outstanding Universal Value, but that this concept is not yet well established. The network of trade routes across the East and South China Seas and across the Indian Ocean region changed significantly over time as certain polities embarked on trade and military campaigns, and port cities waxed and waned in their importance. The city formed part of a cluster of port cities in China and was part of a wider network of port cities in the Indian Ocean Region. It is important to read the significance of Zayton within this larger picture.

The strength of this justification is dependent on the selection of the components, and how they can be seen to comprise an exceptional testimony to these histories, and in this location. In the same way that the overland silk routes have been unable to be represented by single locations (or even single countries or regions), ICOMOS questions the basis of the serial approach adopted for this nomination.

### **Integrity and authenticity**

#### **Integrity**

The rationale of this nomination rests on the serial approach, and the justification of the 16 components. As noted above, the State Party describes these according to three themes, and focuses on the period from the 10<sup>th</sup> to 14<sup>th</sup> centuries. The integrity of the serial nomination is therefore presented on two levels. The first argues that the inclusion of sixteen sites ensures that the ability of the serial property to convey its Outstanding Universal Value; and the second discusses the various dimensions of the integrity of the individual sites included in the nomination.

The State Party asserts that the serial nomination provides a full picture and typical representation of various site types of the cultural heritage associated with

the important historical period for the City of Quanzhou (10<sup>th</sup> to 14<sup>th</sup> centuries) when it functioned as a prosperous international hub of maritime trade between east Asia, Europe and the Arab region. As a result, the State Party considers that all the elements necessary to express the Outstanding Universal Value have been included; and that pressures of urban development and tourism are well-controlled.

However, as noted above, ICOMOS considers that the comparative analysis does not justify the selection of the components in relation to the proposed Outstanding Universal Value. Many of the components are weakly associated with the maritime trading routes that are central to this nomination. ICOMOS also notes that the components of the property are spread across a relatively extensive area, and that the historical connections between them are not intact or well-understood. The visual integrity of some components has been impacted by developments; and many have been reconstructed or substantially restored since the period when Quanzhou played its pivotal role in the maritime trading networks.

On the second measure, the material presented by the State Party is comprehensive, and describes the state of conservation, conservation history and intactness of each component. In relation to the requirements of integrity for a serial nomination, ICOMOS notes several issues:

- There is minimal evidence provided that Wanshou and Liusheng Pagodas were navigational aids; and the setting of Liusheng Pagoda is affected by the surrounding modern container port and other industrial buildings.
- Shihu Dock and the Estuary Docks are of interest to the articulation of Quanzhou as a port, however, the estuary docks are a combination of older dock foundations with newer upper parts that have been restored in recent times and are affected by modern developments that disrupt their context; and Shihu Dock has been impacted by the nearby construction of a modern harbour.
- The Stone Statue of Lao Tze is an interesting feature but has a relatively weak relationship with the proposed importance of Quanzhou and the maritime trading routes.
- The landscape context of the Kiln Sites of Jinjiaoyi Hill of Cizao is somewhat overwhelmed by the shelter covering the site and other new constructions. There is also the construction of a new highway near the buffer zone which has had an impact on the setting.
- The Kaiyuan Temple is significant within China, although its associations with the maritime trading routes is not well-established.
- The Islamic Tombs are important within the Chinese context, although not rare; and the setting of the Qingjing Mosque is affected by urban development pressures.
- The site of the Deji Gate is an important local archaeological site, although the specific links with the maritime history of Quanzhou are not strong.

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ICOMOS considers that the integrity of the whole series is not justified due to the unresolved questions concerning the selection of the components. The integrity of the individual components varies, and some are vulnerable to development pressures.

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#### Authenticity

The authenticity of the serial nomination is based on the ability of the nominated components to express their historical processes and associations with the period of Quanzhou's maritime trading ascendancy (10<sup>th</sup>-14<sup>th</sup> centuries). The authenticity of each component is also described by the State Party, focused on the material elements that can be sourced to the Song Dynasty. Past restorations are identified.

- Zhenwu Temple features some stone elements from the Song Dynasty, but the wooden elements date to the Qing Dynasty;
- The Confucius Temple features elements from the Song, Yuan, Ming and Qing dynasties;
- Tianhou Temple has stone architectural elements dated to the Song Dynasty, but the wooden elements are dated to the Ming and Qing Dynasties.
- The tomb pavilion of the Islamic Tombs was restored in 1962, and there were extensive conservation works to the tombs in the 1990s. Conservation work to the Qingjing Mosque also occurred in 2002.
- The Statue of Manu in the Cao'an Temple was built in the 12<sup>th</sup> century, but was rebuilt in 1339 in stone, with other elements were rebuilt in the modern period.
- Major conservation work was undertaken at Luoyang Bridge in 1993;
- The Kaiyuan Temple dates back to the Tang Dynasty (686) and has been restored several times.

ICOMOS notes that many components have been extensively restored or reconstructed. The State Party explains that these restorations have been done according to the original, but limited evidence has been provided. In some cases, the State Party acknowledges the need to rectify some losses of authenticity through unsympathetic conservation treatments.

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ICOMOS considers that the authenticity of the individual components is variable, especially given that the proposed Outstanding Universal Value of the serial property is situated in relation to the Song and Yuan Dynasties.

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#### Criteria under which inscription is proposed

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

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion is justified by the State Party on the grounds that the selected components demonstrate the

importance and prosperity of the transcontinental maritime trading routes during the 10<sup>th</sup> to the 14<sup>th</sup> centuries. Quanzhou was the largest maritime trading port in Asia during this period when the so-called 'Great Maritime Routes' reached their full extent, enabling substantial cultural exchanges. These exchanges are demonstrated by the selected components through their diverse religious beliefs and practices, urban cultures, architectural design and art. In additional information, the State Party claims that the evidence for this criterion is based on the writings of Marco Polo, Odorico da Pordenone and Ibn Battuta, and the remains of the docks, shipwrecks and porcelain. The State Party also argues that the components can demonstrate the easternmost dissemination of several world religions during this period.

ICOMOS considers that this criterion is relevant to the important history of cultural interchange that occurred through transcontinental maritime trading in the 10<sup>th</sup>-14<sup>th</sup> centuries. However, not all components of this nomination are relevant to this criterion, and ICOMOS considers that the components weakly demonstrate the arguments put forward. Further transnational thematic research about the histories of the maritime trading networks could assist in making a strengthened argument for this criterion, but as it stands, it is not demonstrated.

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ICOMOS considers that this criterion has not been demonstrated.

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

This criterion is justified by the State Party on the grounds that Quanzhou (Zayton) became a prosperous port of inter-cultural exchange and trade in the period from the 10<sup>th</sup>-14<sup>th</sup> centuries, part of the 'Great Maritime Routes' (also referred to as the 'maritime silk routes'). The sixteen nominated components demonstrate the prosperity and inter-cultural encounters, based on the maritime routes and port functions of the city. In additional information, the State Party argues that the components demonstrate a fusion of diverse cultures, pointing to the different religions represented by the nominated components.

ICOMOS considers that this criterion is potentially appropriate for a port city or cultural route associated with the maritime trading networks of the 10<sup>th</sup> to 14<sup>th</sup> centuries, but that it is not demonstrated at this stage due to the inability of the selected components to sufficiently convey the proposed Outstanding Universal Value. ICOMOS also considers that there is insufficient evidence presented about the 'fusion' of different cultures during this period.

The State Party also suggests that the nominated property is demonstrative of the outstanding significance of the Min-nan Culture, which is a mixture of the agricultural civilisation of China's Central Plain and the maritime civilisation, featured by its strong openness and inclusiveness. Min-nan Culture developed around China's southeast coastal area, and Quanzhou is considered to

be its birthplace and centre. ICOMOS considers that this aspect is not well integrated into the arguments for Outstanding Universal Value, and that too little information is presented to sustain this as a possible justification for criterion (iii). More work is needed to integrate an understanding of the relevance of Min-nan culture with the justifications based on the history of maritime trade, and to demonstrate the relevance of this aspect for the selected components.

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ICOMOS considers that this criterion has not been demonstrated.

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

This criterion is justified by the State Party on the grounds that the nominated components are directly associated with the significant events of Zheng He's voyages to the west, and the spread of Islam, Manichaeism, Hinduism and Nestorianism in the southeast coastal region of China. The State Party also notes the direct associations with important literary works, such as *The Travels of Marco Polo*, *The Travels of Friar Odoric*, Ibn Battuta's *Rihla*, *Records of Foreign Countries*, and *A Synoptical Account of the Islands and Their Barbarians*.

In the additional information provided, the State Party notes that Marco Polo is named in the justification for criterion (vi) of Venice and its Lagoon (Italy). On this basis, the State Party has asserted that this criterion can be justified due to the associations of Quanzhou with Marco Polo, Zheng He, and others.

ICOMOS considers that the multicultural character of this period of Quanzhou's history is potentially demonstrated by the nominated components associated with various religions. While this is a notable aspect of Quanzhou's history and development, there is insufficient comparative evidence to establish that this is outstanding within its geo-cultural context.

ICOMOS further considers that while Quanzhou is mentioned in various literary texts in relation to its maritime trading history, the associations drawn by the State Party to the voyages of Zheng He are not supported. There is no correlation between the period of Quanzhou's peak (10<sup>th</sup>-14<sup>th</sup> centuries) and the later voyages of Zheng He. ICOMOS also notes that there are contested interpretations about the regional historical impacts of Zheng He's voyages because they involved military campaigns and battles in Southeast Asia and Sri Lanka. ICOMOS therefore considers the linking of this later period of history, and the voyages of Zheng He in this nomination to be controversial; and that neither the associations with Zheng He or Marco Polo are directly relevant to this serial nomination.

In the additional information received in February 2018, the State Party added new strands to its justification of

this criterion. The first is that the use and working of stone in the components is evidence of traditions that resulted in rare masterpieces of craftsmanship. The second makes reference to the sea-river-inland connectivity that underpinned Quanzhou's prominence and prosperity. ICOMOS considers that these arguments are both underdeveloped, and are not supported with sufficient evidence. Each of these requires thorough further attention to their comparative context.

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ICOMOS considers that this criterion has not been demonstrated.

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ICOMOS considers that the selection of the components of the nominated serial property has not been justified, that it does not meet the requirements of integrity and authenticity, and does not meet any of the cultural criteria for inclusion in the World Heritage List. Furthermore, ICOMOS considers that the strategy of nominating sixteen sites in three different categories has made it difficult to effectively apply three criteria across the entirety of the property.

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#### **4 Factors affecting the property**

The State Party considers that the major threats to the nominated components are development pressures, tourism pressures, environmental issues and natural disasters.

Development pressures are associated with rapid social and economic transformations since the 1980s, and population increases. A number of components are located within the central urban area and are affected by urban development. Luoyang Bridge, the Islamic Tombs, Estuary Docks and Zhenwu Temple are located within the suburban areas affected by nearby construction activities. The Kiln Sites are located in an outer suburb, with nearby workshops; and the Stone Statue of Lao Tze and Jiuri Mountain Wind-Praying Carvings are located within a relatively undeveloped scenic area. Development pressures are managed by the Conservation and Management plans and regulations of the Quanzhou Municipal Government.

There are no inhabitants in any of the nominated components, however, there are inhabitants living within some of the construction control belts in the buffer zones.

Environmental impacts from factories located near the Kaiyuan Temple and Tianhou Temple have been removed. Recorded earthquakes have been relatively minor, and the most significant natural disasters in this region are typhoons and rain storms. The Shihu Dock and the Estuary Docks are potentially vulnerable to climate change impacts. The nominated components are given some protection by recently constructed levees, and flood control measures are implemented by the Quanzhou Municipal Government, as well as fire control to wooden structures, and lightning protection for the pagodas.

Wooden structures are monitored for termites. The Quanzhou Municipal Administration of Cultural Heritage has designed monitoring systems to address the identified pressures, including disaster prevention and early warning systems. The State Party has provided additional information about the removal of modern but poor quality constructions within the boundaries of some nominated components in order to improve their setting.

Quanzhou has experienced increasing visitor numbers. In 2014, the number of visitors was 44.283 million. The State Party has clarified that tourism is currently oriented around other destinations in the Quanzhou area, and that visitor levels to the nominated components is not high. Nevertheless, some properties are considered to experience visitor pressure.

The Quanzhou Municipal Administration of Cultural Heritage and the Quanzhou Tourism Bureau have carried out research to determine the tourism carrying capacity of the nominated components, and have established monitoring indicators. These are described in the Conservation and Management Plan.

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ICOMOS considers that the main threats to the property vary due the diversity of the nominated components and their urban, suburban and scenic area settings. In general, the most significant pressures are those associated with urban development; and, future tourism is likely to increase the pressures on some of the nominated components.

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#### **5 Protection, conservation and management**

##### **Boundaries of the nominated property and buffer zone**

Due to the diverse nature of the components, and their varied settings, the boundaries of each of the nominated property components are based on different needs, but most are conventionally delineated and align with the systems of legal protection at the Provincial and local levels of government. At this stage, ICOMOS has not identified any specific issues, although the relationship between the boundaries and the proposed Outstanding Universal Value could be more explicitly provided.

Each nominated component is surrounded by a buffer zone. The boundaries for the buffer zones are based on the immediate urban context in some cases, and include the larger visual setting in others. The State Party has identified up to four categories of buffer zone for some of the components (eg. Estuary Docks, Zhenwu Temple, Luoyang Bridge); while the others have one, two or three categories of buffer zone. The Category 1 Buffer Zones are generally applied to the areas nearest to the nominated protected area. Different rules are applied to each category. ICOMOS finds that the rationale for this complex set of arrangements is unclear, and has concerns about the

practicability and coordination that would be involved in implementing this scheme.

Associated with the buffer zone protection, the State Party has established 'construction control zones' for each of the nominated components. This relates to the frameworks of legal protection; and much of the State Party's description of various potential pressures, and the number of inhabitants focuses on these areas.

The nominated components and their buffer zones are protected through the provisions of the national Law on the Protection of Cultural Relics, and associated Provincial and local laws, and the Management Plan.

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ICOMOS considers that the boundaries of the nominated property are adequate, but that they could be better described in relation to their ability to enclose and protect the proposed Outstanding Universal Value of the serial property. The system of establishing various categories within the buffer zones is complex, and ICOMOS has concerns about their implementation and coordination. ICOMOS notes that some components are vulnerable due to urban development and port improvements.

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#### **Ownership**

The land within each nominated component is owned by the state. The land management authority is the Quanzhou Bureau for Land and Resources.

#### **Protection**

The 16 nominated components are protected at the national level through the Law of the People's Republic of China on Protection of Cultural Relics, Administrative Measures for the Protection of World Cultural Heritages, Administrative Measures for Monitoring and Inspection of Chinese World Cultural Heritages and the conservation plans established for the nominated components. At the Provincial level, the Fujian Provincial Cultural Heritage Protection and Management Regulations and the Measures on Protection and Management of the Historic Monuments and Sites of Ancient Quanzhou (Zayton) of Fujian Province provide day-to-day protection and management of the components.

Three components are additionally designated as National Scenic and Historic Areas, protected by national and Province Regulations (Stone Statue of Lao Tze, Jiuri Mountain Wind-Praying Carvings and Islamic Tombs); twelve components are located in the historical downtown conservation areas, protected by the Regulations on the Conservation of Historic and Cultural Cities, Towns and Villages (2008).

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ICOMOS considers that the legal protection in place is adequate.

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#### **Conservation**

Conservation principles – and the definitions of repair and restoration – are established by the national law for cultural heritage as well as relevant international texts, the Beijing Document (2007) and the 'Principles for the Conservation of Heritage Sites in China' (2015).

The State Party has provided details of the state of conservation of each component of the nominated property according to the elements, lay-out and setting. The nominated property components have been extensively documented and inventoried for the purposes of assessing their state of conservation and ongoing monitoring.

The State Party provided additional information about the surveys for underwater cultural heritage. Some shipwrecks have been salvaged, and the materials incorporated into museums. The Director of the Institute of Underwater Archaeology has indicated that there is an intention to undertake an underwater cultural heritage survey in Quanzhou in 2018.

The State Party has provided a list of relevant scientific research, and acknowledges the need to improve the focus of scientific programs, as well as the coordination of data collection and cooperation between different agencies.

For several components, ICOMOS considers that the context and state of conservation need to be updated, including: the recent restoration works to the Shihu Dock and Luoyang Bridge; the construction of a new highway near the buffer zone for the Kiln sites which has had an impact on the setting; and, the current setting of the remains of the Wenxing dock structure (Estuary Docks) which has changed considerably since the pictures provided. The specific conservation histories are not explained in sufficient detail for a number of components, including: Tianhou Temple, Confucius Temple, and the Kaiyuan Temple.

As noted above, most of the components have been subject to processes of restoration and reconstruction, sometimes over several phases in the past three centuries or more. At some sites, historical processes of restoration are recorded on steles. While variable across the series, ICOMOS considers that the modern conservation work is of a high standard. ICOMOS considers that continuing work is needed to deepen the documentation of intangible aspects of the nominated components.

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While there are some site-specific issues requiring better documentation, ICOMOS considers that the nominated components exhibit a good/adequate state of conservation.

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## Management

Management structures and processes, including traditional management processes

The nominated components are managed through a number of government and community structures that operate at the national, provincial and local levels. Provincial governments have the administrative responsibility for the development of conservation and management plans for State Priority Protected Sites in China. These have been prepared for the Kaiyuan Temple and Confucian Temple but are still under preparation for the remaining components. The 'General Plan for Qingyuan Hill National Scenic Historic Area' applies to a larger area than the nominated components of the Stone Statue of Lao Tze, the Jiuri Mountain Wind-Praying Carvings, and the Islamic tombs.

The structures for management vary, although the Quanzhou Municipal Administration of Cultural Heritage is responsible for their conservation and long-term management; and most are managed and monitored by the relevant City/district administration and their enforcement squads. Several sites are associated with museums, and some other specific arrangements include:

- Zhenwu Temple is managed by the Zhenwu Temple Cultural Relics Management Committee;
- The Statue of Lao Tze is managed by the Quanzhou Qingyuan Hills Scenic Area Administrative Committee;
- Kaiyuan Temple and the Qingjing Mosque are managed by the Quanzhou Municipal Bureau of Ethnic and Religious Affairs;
- The Jiuri Mountain Wind-Praying Carvings are maintained by the Jiuri Mountain Rock Carving Conservation Institute;
- The Statue of Mani in the Cao'an Temple is managed and maintained by the Cultural Relics Management Bureau of Coa'an Temple.

The coordination of the management across these different arrangements is provided by the Quanzhou Maritime Silk Roads Office and the Quanzhou Municipal Bureau of Cultural Heritage. The Conservation and Management Plan identifies the establishment of a platform for coordination as a future requirement.

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

The 'Conservation and Management Plan for the Historic Monuments and Sites of Ancient Quanzhou (Zayton) 2016-2030' was officially approved and issued by the Fujian Province on 22 January 2016. This is a legal document that gives effect to the management framework. It provides some overarching goals and principles and identifies measures for each nominated component. There are also principles and measures for conservation, research, coordination of stakeholders, interpretation and tourism, and monitoring.

The Management Plan outlines the arrangements for funding the implementation of the measures. Funds provided by all levels of government are allocated on the basis of the approved conservation and maintenance plans. The administrative arrangements are overseen by the People's Government of Quanzhou. The State Party advises that there are currently 374 employees involved in the administration, protection and daily management of these sites, including professional staff. The Management Plan outlines specific arrangements for capacity building and training.

In addition, there are several plans established by the Government of Quanzhou and/or the Fujian Province that are relevant to the nominated property and the control of developments in the buffer zones: Master Plan of Quanzhou (1995-2020); Land Use Plan of Quanzhou (2006-2020); and Master Plan of Tourism of Quanzhou (1997-2020). There are also plans for several historic districts in Quanzhou.

As noted above, tourism levels to Quanzhou are relatively high (more than 44 million visitors per year), but this figure applies to the whole city and visitor levels at the nominated components are lower: in 2016, the total number of visitors to all 16 nominated components was 10,414,600. The State Party considers that there are currently no adverse impacts of tourism at any of the nominated components but acknowledges that visitor numbers could put pressure on the environment and heritage values of the sites and surroundings in the future.

The State Party has calculated the tourism carrying capacity for each component. According to the legal framework, the Quanzhou Municipal Government is responsible for implementing the principles and guidelines for cultural heritage management, including tourist activities. If visitor pressures increase in the future, there are plans to introduce 'real-time restrictions' on visitor levels. This is dependent on the monitoring systems in place for each component.

A tourism service and presentation system has been developed for the nominated property, and priorities for improvement have been identified in the Management Plan. This involves the establishment of visitor centres, museums and exhibition halls, interpretation, and the use of video, internet and virtual technologies. Where exhibition halls are not provided, open-air interpretation signage is in place. The Kiln Sites component features a porcelain-making studio for demonstrating porcelain making skills to residents, students and visitors. In general, the State Party has identified the need for presentation to focus more specifically on the heritage of the maritime silk routes.



## Involvement of the local communities

Villages, urban areas and other settlements are found in the buffer zones of some of the nominated components. The State Party has provided additional information regarding the consultations undertaken with residents and villagers about the implications of heritage designations and World Heritage nomination, including the regulations concerning height controls and other restrictions on new constructions.

The stakeholders identified by the State Party are diverse, including various government agencies, religious communities and local residents. These have different levels of knowledge about the significance and conservation needs of the significance of the selected components.

ICOMOS is unaware of any significant issues for community involvement, although the management system could be further strengthened to address the needs and interests of the identified stakeholders.

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ICOMOS considers that the management system for the serial property is appropriate. The coordination of management is important for the nominated property given the number of site-specific management arrangements and the number of local governments involved. ICOMOS considers that a stronger engagement with maritime and port organisations within the management system would be desirable.

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## 6 Monitoring

A monitoring system is set out in the nomination dossier covering indicators, collection methods, frequency and responsible institutions. The State Party has usefully established tables for establishing the baseline state of conservation for each of the components. For some indicators, electronic or other automated approaches to the collection of some forms of data, but others are the subject of periodic checking by relevant professional and/or management personnel.

Due to the diverse pressures and contexts of the sixteen components, the State Party has provided detailed information about monitoring for specific issues and pressures. There are various electronic monitoring systems in place at a number of the sites, in particular to monitor visitor levels. Meteorological monitoring is also included, and all significant timber constructions are regularly monitored for termites, water damage and mildew.

The monitoring system has a three-tier implementation, with the national State Administration of Cultural Heritage responsible for formulating overall approaches, technical criteria and policies; the Fujian Province Bureau of Cultural Heritage responsible for integrating the monitoring in to the management systems, and organising the collection of monitoring data; and the Quanzhou Municipal Administration of Cultural Heritage and

Quanzhou Maritime Silk Routes Office responsible for day-to-day coordination.

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ICOMOS considers that the monitoring system is appropriate for the nominated serial property.

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## 7 Conclusions

The State Party believes that the serial nomination provides a full picture and typical representation of various site types of the cultural heritage associated with the important historical period for the City of Quanzhou (10<sup>th</sup> to 14<sup>th</sup> centuries) when it functioned as a prosperous international hub of maritime trade. The case made by the State Party for the World Heritage listing of this serial property centres around the idea of maritime trade routes that are similar in scope and significance to the overland Silk Routes.

In support of this nomination, the State Party has referred to a UNESCO study on this subject from the 1990s but has not incorporated the much more substantial and recent thematic frameworks prepared for the overland silk routes; or the newly initiated transnational dialogue on maritime silk routes. The State Party considers that this nomination does not rely on this new thematic work, citing several examples of properties that were individually inscribed before the thematic work on the overland silk routes was completed (such as Bukhara in Uzbekistan or the Mogao Caves in China). However, ICOMOS considers that these examples point to the need for the nominated property itself to have sufficient capacity to express its proposed Outstanding Universal Value; and that this has not been established for the present nomination.

ICOMOS agrees that the histories of Eurasian trade and cultural exchange have privileged the overland, rather than the maritime connections and legacies. Much of the global history of maritime connectivity has focused on the 'age of discovery' or on periods when maritime trading routes were entangled with the globalising effects of colonisation. There is therefore a potential to shine a light on what was happening in other geo-cultural regions and periods, but this is a complex theme and the needed work is just beginning.

ICOMOS considers that without further progress on the international thematic work, there are unresolved questions about the historical significance of Quanzhou and the degree to which the 16 components of this nomination can express its importance as a 'node' in the maritime silk routes.

ICOMOS recalls that the World Heritage category of cultural routes was developed and has been applied over large areas in order to demonstrate significant histories of movements of peoples, cultures, ideas and commodities over large territories. This approach generally involves the selection of a series of components which are individually

unable to demonstrate Outstanding Universal Value and are often typical or representative of their time and place. ICOMOS considers that this could possibly be a more effective approach for Quanzhou, but that this would need to be entirely reconceptualised, researched and joined with sites elsewhere in China or in other countries.

The State Party has stated that it has not nominated Quanzhou as a cultural route, but as a group of monuments and sites that demonstrate the history of the city as an important node of trading networks. According to the State Party, the components are presented as linked in their ability to express a specific historical period. ICOMOS does not consider that the potential Outstanding Universal Value is clear if linked only to its historical period, and, as explained above, the components do not convincingly establish the specific significance of Quanzhou within the larger maritime networks.

In its dialogue with ICOMOS, the State Party has also stated that it has not nominated Quanzhou as a port city. However, the comparative analysis compares Quanzhou with other port cities, so the comparative context is not clear if this framing is removed. There are many port cities in east and southeast Asia of historic significance, and many shipwrecks built in many locations. Likewise, Marco Polo and Ibn Battuta spoke of many places in their writings.

As a node within a maritime trading network in a specific historical period, ICOMOS considers that the nomination has not met the needed requirements for inclusion in the World Heritage List, due to the varied evidence carried by the sixteen components. Many of the components are not individually exceptional within the Chinese context, or within the relevant geo-cultural setting. There are almost no components of the urban fabric of the city itself presented; and little of the port itself remains. The sites of various religions are of national significance, but do not sustain the proposed Outstanding Universal Value.

For these reasons, ICOMOS concludes that while the global comparative analysis demonstrates that there is room on the World Heritage List for properties that can represent the histories of maritime trading routes, this does not justify the consideration for the inscription of the proposed serial property. ICOMOS has therefore found that the 16 selected components cannot demonstrate the proposed Outstanding Universal Value.

Because the particular history of Quanzhou from the 10<sup>th</sup> to 14<sup>th</sup> is potentially significant in global and geo-cultural terms, ICOMOS considers that the State Party needs to thoroughly review and reconceptualise its nomination to adequately demonstrate this history. At the moment, this nomination presents as an interesting story, but without the needed sites that can tell it. ICOMOS has concluded that the Outstanding Universal Value of the nominated serial property is not demonstrated; that none of the cultural criteria have been demonstrated; and that the requirements of authenticity and integrity are not met. The additional information provided in February 2018

adds some new arguments, but these are not supported by sufficient analysis and evidence.

Because of the work that has just commenced to thematically frame the 'maritime silk routes', ICOMOS considers that this nomination is currently premature. For this reason, ICOMOS welcomes the commitment of the State Party to actively contribute to the current transnational dialogue on this theme.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the Historic Monuments and Sites of Ancient Quanzhou (Zayton), China, should **not be inscribed** on the World Heritage List.



Map showing the location of the nominated property



Wanshou Pagoda



Kaiyuan Temple

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# The Victorian and Art Deco Ensemble of Mumbai (India) No 1480

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**Official name as proposed by the State Party**  
The Victorian and Art Deco Ensemble of Mumbai

**Location**  
Mumbai, Maharashtra State  
India

**Brief description**  
The demolition of the fortifications of Bombay in the 1860s marked the transformation of the city from a fortified outpost into a world class commercial centre and made available land for development. A group of public buildings was built in the Victorian Gothic style and the open green space of the Oval Maidan was created. The Backbay Reclamation Scheme in the early 20<sup>th</sup> century offered a new opportunity for Bombay to expand to the west with Art Deco residential, commercial and entertainment buildings and the creation of Marine Drive along the sea front. Today the Oval Maidan presents a composition of a spectacular ensemble of Victorian Gothic buildings on its eastern side, and another spectacular ensemble of Art Deco buildings on its western side, a testimony to the modernization phases that Mumbai went through during the 19<sup>th</sup> and 20<sup>th</sup> centuries leading to a modern independent India in 1947.

**Category of property**  
In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *group of buildings*.

## 1 Basic data

**Included in the Tentative List**  
22 May 2012

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

**Date received by the World Heritage Centre**  
29 January 2014

**Background**  
This is a new nomination.

**Consultations**  
ICOMOS consulted its International Scientific Committees on Shared Built Heritage, on 20<sup>th</sup> Century Heritage, on Historic Towns and Villages, and several independent experts.

**Technical Evaluation Mission**  
A technical evaluation mission from ICOMOS visited the nominated property from 6 to 11 September 2017.

**Additional information received by ICOMOS**  
A letter was sent from ICOMOS to the State Party on 1 August 2017 requesting updated information on the nomination dossier, particularly on issues of protection management and conservation. Also, additional information was requested regarding the boundaries of the property and the buffer zone, justification for inscription, the resolution of the submitted maps, and questions about management and protection. A response with additional information was received by ICOMOS from the State Party on 5 September 2017.

An Interim Report was sent to the State Party on 22 December 2017 and the State Party provided ICOMOS with additional information on 13 February 2018. The information submitted has been incorporated in the relevant sections of this report.

**Date of ICOMOS approval of this report**  
14 March 2018

## 2 The property

**Description**  
The nominated property is of 66.34 ha total area and buffered by an area of 378.78 ha. It is located in the south of Mumbai. It is a group of buildings, consisting of 94 historic buildings and the open green space of the Oval Maidan.

The buildings of the nominated property represent modernization endeavors in architectural and urban planning. An urban ensemble of 19<sup>th</sup> century Victorian Gothic buildings and groups of early 20<sup>th</sup> century Art Deco buildings flank the open green space of the Oval Maidan. The Art Deco buildings extend to a row of buildings along Marine Drive. The property includes other buildings to the north of the Oval Maidan and to the east and south of the Victorian Gothic buildings.

The transition from the 19<sup>th</sup> century Victorian Gothic style to the 20<sup>th</sup> century Art Deco is represented by a few buildings of the turn-of-the-century Indo Saracenic style and the early 20<sup>th</sup> century Edwardian Neo-classical style. The four styles represented in the property form an overall narrative of endeavors to modernize Mumbai into a cosmopolitan city and reinforce Mumbai's position as "the Gateway to India".

The Oval Maidan and the buildings east, north and south of it are located within the Fort Precinct. Buildings west of the Oval Maidan are located within the Marine Drive Precinct.

The Oval Maidan is an important open space for the city. It separates the 19<sup>th</sup> century Victorian Gothic buildings of the late 1800s to its east from the Art Deco buildings to its west, which were built on the Backbay Reclamation Scheme and Marine Drive in the 1930s. At the same time the Oval Maidan offers an opportunity to view both groups of buildings and enjoy the different phases of the modernization of Mumbai.

#### *The Victorian architecture and motifs*

The 19<sup>th</sup> century buildings are considered to be “Anglo Indian style”, as they are modelled on Gothic forms while using Indian materials and craftsmen and were adapted to Indian conditions. They are built of igneous basalt, which is locally available in the Deccan Plateau, while the decorative carvings are made of soft limestone from Porbunder in Gujarat. They include Gothic Revival features such as turrets, spires, pointed arches, trefoils, quatrefoils, gargoyles and vaulted ceilings. Also incorporated in the same buildings are Indian architectural features, such as sloping terracotta tiled roofs, carved balconies and linear verandas, which were suited to the Indian climate. The carvings feature Indian men in traditional turbans and costumes.

#### *The Art Deco architecture and motifs*

The ambitious Backbay Reclamation Scheme of the 1920s, which covers 553 acres of reclaimed land, is where the Art Deco buildings of Mumbai were constructed in the 1930s and 1940s. They are among the first Art Deco buildings built in India. Their concentration gave a homogenous character and cohesion to this part of Mumbai. Their distinguishing Art Deco features were the result of strict regulations based on a planning vision.

The Art Deco buildings introduced to Mumbai and India new materials and typologies. They were constructed using reinforced concrete, which allowed for high-rise constructions, free forms and speed of construction, resulting in the dense assemblage of private apartments. The introduction of cinemas added a new feature to urban cosmopolitan life, represented in the property by the Regal and the Eros Cinemas.

The Art Deco buildings include a hybrid of Art Deco and Indian motifs which form what can be called “Indo-Deco”. The early Art Deco buildings of Mumbai were built with a combination of traditional materials, such as bricks and plaster on the one hand, and technologically advanced materials such as reinforced concrete on the other.

Local products and materials were incorporated in these buildings by Indian architects. Decorative features were made of plaster and other locally-available materials, such as wood, marble and tiles. Many of the decorated tiles, which are significant features of these buildings,

were produced by the Bharat Tile Company (est. 1923). Decorative terrazzo features are significant and were also produced by the same company.

Lease agreements for construction on the Backbay Reclamation Scheme mandated a clear space of 20 feet around each building, making the distance between every two buildings 40 feet. Most of the buildings were of uniform height and the same number of floors: five or six storeys. Such heights were facilitated by the use of reinforced concrete. They are characterized by large balconies and Art Deco decorative features. They are also characterized by harmonious street frontages using attractive color schemes, curvilinear balconies and articulated corners. As they were built at different times, and as both residential and commercial buildings, they express individual charm whilst observing an overall harmony. Not only did this development of Mumbai introduce the Art Deco style to the city, it also introduced modern forms of entertainment such as cinemas and social clubs.

#### *The Indo-Saracenic architecture and motifs*

This is a hybrid style that blends Western planning and Indian architectural features, mainly Mughal, such as domes, chattris, brackets, jaalis and jharokhas, which became popular around the turn of the 20<sup>th</sup> century. This style was created with the ambition of it becoming the “Pan Indian” style.

#### *The Classical Revival architecture and motifs*

Buildings of this style were also referred to as ‘Edwardian Neo-classical’ or ‘Renaissance Revival’. They incorporated classical facades and motifs, such as pedimented facades, Corinthian columns, double height pilasters and classical motifs above windows.

### **History and development**

Mumbai is the name given to the group of seven islands by the fishermen who inhabited them. Mumbai derives from the name of the locally worshiped goddess at the time: Mumba.

In the 16<sup>th</sup> century, the Portuguese converted the islands into a trading outpost. In 1665, the islands came under British rule as part of Catharine de Braganza’s dowry upon her marriage to Charles II, King of England. The main island was fortified by the British East India Company, which leased it from the British Crown. After 1686, the East India Company moved its seat of governance and the centre for its maritime activities from Surat to Bombay. Fortification walls were built to protect the main island from attacks by neighbouring enemies.

In 1715, the governor Charles Boone created the Bombay Fort. In 1772, an expansive area of land around the walls was cleared to provide a clear field of fire, as a precaution because of fear of attack by the French. This area, which was known as the Esplanade, extended for 400 yards from the ramparts to the edge of the sea. It was extended to 800, then 1000 yards in 1804. The 1850s and 1860s witnessed the transformation of

Bombay from a trading post to a town, thanks to two governors: John Lord Elphinstone and Sir Bartle Frere.

The demolition of the fort started in the mid-1850s and was completed by the 1860s as the city prospered as a result of the importance of its cotton trade during the American civil war. The work of demolishing the fort and laying down new roads was carried out by the Ramparts Removal Committee, headed by James Trubshawe. As the city received an influx of wealth and people, an ambitious city planning scheme was initiated, whilst land was available for development, either as a result of pulling down the ramparts or land reclamation.

The Esplanade, or the Maidan as it was called, became a breathing space for the city as it faced the sea at the time. By the late 1860s a master plan was developed for the land east of the Esplanade, which became available for construction after the demolition of the ramparts and the lifting of the ban on construction within close proximity to the fort. The newly developed area was laid out with wide roads and open spaces. The Oval Maidan was preserved as an open space, and the 'Vihar Water Works' was established to provide the area with a water supply.

Bombay was emerging as a modern cosmopolitan city, helped by the opening of the Suez Canal in 1869, the establishment of the Municipal Corporation in 1872 and the Bombay Port Trust in 1873. The efficient civic infrastructure asserted Bombay's place as the main Indian seaport and the commercial and industrial capital of western India.

In the 1870s, the Victorian Neo-Gothic buildings were constructed along the eastern edge of the Oval Maidan, symbolizing the second city of the British Empire. Land reclamation started in the 1860s, with most notably the land for the Great Indian Peninsula Railway terminus completed in 1871. Other reclamation took place in different areas including the Backbay, which was set back by the slowing of the economy as a result of the end of the American civil war, and thus the end of the Bombay cotton boom. The Backbay Reclamation Scheme (1928-1942) incorporated all the failed or unfinished reclamation projects since the 1860s and completed 552 acres of land by the end of 1929. Three different plans were made for the government to develop on the reclaimed land housing, schools, hospitals and other facilities for the growing Indian middle class. None of them was implemented. In the early 1930s, the block facing the Oval Maidan and Churchgate was constructed in the Art Deco style, to become the first Art Deco buildings in India. They were extended in the 1940s to Marine Drive and made up the densest concentration of Art Deco buildings in Mumbai. These developments reflected major socio-economic changes in India during the 1920s and 1930s, including the rise of Western-educated Indian architects, the new concept of living in apartments and commuting to work, and the growth of the middle class.

The Ideal Home Exhibition in 1937 showcased Art Deco designs for buildings, interiors and furniture and encouraged the spread of Art Deco style in India during the 1930s and 1940s. Independence in 1947 put an end to the place of Art Deco as an expression of Indian aspirations for modernity as Jawaharlal Nehru embraced modernism after Independence, which brought an end to the spread of Art Deco architecture in India.

Today the buildings of the nominated property are still in use. The Victorian Neo-Gothic buildings are still public buildings. The Art Deco buildings have residential, commercial and entertainment uses. Many conservation initiatives have taken place over the last two decades, some by the Public Works Department and others by the community through the 'Oval Trust', 'Kala Ghoda Association' and other non-governmental organizations. In 1995, the Heritage Regulations for Greater Bombay were introduced. Accordingly, Mumbai became the first Indian city with a legal framework to protect its urban heritage.

### **3 Justification for inscription, integrity and authenticity**

#### **Comparative analysis**

The comparative analysis is conducted by the State Party at international and national levels with urban ensembles of 19<sup>th</sup> and 20<sup>th</sup> century colonial cities inscribed on the World Heritage List and others that are not inscribed.

Internationally, comparisons are made with Liverpool – Maritime Mercantile City, United Kingdom (2004, (ii), (iii), (iv)); Historic Centre of Macao, China (2005, (ii), (iii), (iv), (vi)); Melaka and George Town, Historic Cities of the Strait of Malacca, Malaysia (2008, (ii), (iii), (iv)); The White City of Tel-Aviv – the Modern Movement, Israel (2003, (ii), (iv)); and Levuka Historical Port Town, Fiji (2013, (ii), (iv)).

Comparisons are also made with the following cities that are not inscribed on the World Heritage List: Melbourne, Australia; City of Durban, South Africa; Shanghai Bund, Shanghai, People's Republic of China; and Central Park, New York, United States of America (included in 2017 on the Tentative List).

The nomination dossier mentions briefly 18 colonial settlements, towns or urban centres, some of which are inscribed on the World Heritage List or on the Tentative Lists, such as Delhi, A Heritage City, on the Indian Tentative List (2012, (ii), (v), (vi)), and the inscribed property of The Architectural Work of Le Corbusier, an Outstanding Contribution to the Modern Movement with the inclusion of Chandigarh (2016, (i), (ii), (vi)), as well as others not listed, such as Kolkata (Calcutta), and Chennai (Madras).

Comparisons are also made with Victorian ensembles, which are not inscribed on the World Heritage List. Mumbai is compared with Glasgow and Bristol, United Kingdom, and Ottawa, Canada.

Art Deco and early 20<sup>th</sup> century cities and groups of buildings are also compared, including Napier Art Deco Historic Precinct, New Zealand, on the Tentative List (2007, (ii), (iv), (vi)), and Asmara a Modernist City of Africa, Eritrea, inscribed on the World Heritage List (2017, (ii), (iv)), plus Miami Beach Architectural District, Florida, USA, and Bandung, West Java, Indonesia.

The comparative analysis concludes that no other city reflects better than Mumbai the urban re-engineering of a colonial city during the 19<sup>th</sup> and 20<sup>th</sup> centuries, and that Mumbai fills an important gap in the list of colonial cities and economic centres on the World Heritage List.

ICOMOS notes that the geo-cultural comparators are from specific areas of the world subject to 19<sup>th</sup> and early 20<sup>th</sup> century colonial settlement by European imperial powers, where the climate required adaptation of European architectural principles to suit a different climatic zone and (in part) a local aesthetic language. Such parameters focus interest on central Asia, South East Asia and potentially parts of South America and Africa. In particular, the architectural responses in Mumbai reflect a mix of British imperial and Indian design language, adapted to suit a tropical climate.

Other Asian cities have a number of fine High Victorian Gothic and Art Deco buildings, though these are often individual buildings or smaller ensembles, such as Singapore, Jakarta and Bandung, Indonesia, with their tropical art deco style buildings. However, no city is characterized by this architectural style to the same degree as Mumbai which champions High Victorian Gothic architecture and also integrates this style with Indian design themes and artistic works.

Also, examples of architecture on a grand Neo-Gothic scale such as the parliamentary buildings in Ottawa or the library and environs in Melbourne are appropriately identified as are the centres of Delhi, Liverpool, Durban and Macau. Whilst the nomination of Georgetown in Malaysia relates more to its repetitive shop-houses, the questions relating to the valorisation of mixed colonial legacies are also relevant.

Based upon the comparative analysis by the State Party, Mumbai remains the most intact, authentic mid-19<sup>th</sup> to mid-20<sup>th</sup> century assemblage of buildings reflecting imperial rule and commerce, adapted in detail and design to suit the local tropical climate and culture.

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ICOMOS considers that the comparative analysis has justified consideration of this property for the World Heritage List.

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### **Justification of Outstanding Universal Value**

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

- Individual clusters of Victorian or Art Deco buildings may survive across the world, but the Mumbai ensemble is collectively unparalleled, with the dramatic confrontation of the two styles across the Oval Maidan;
- The Victorian buildings are amongst the finest and most cohesive group of 19<sup>th</sup> century Victorian Gothic buildings in the world;
- The Victorian assemblage was amongst the earliest examples of public private partnerships in colonial India, as the urban scheme for public buildings was funded by philanthropists belonging to different communities and faiths;
- The Art Deco buildings are one of the largest and most homogenous assemblages of Art Deco buildings in Asia and the world;
- The 1920s land reclamation set the stage for Art Deco in India, with the modern construction technology of reinforced concrete and Art Deco features in contrast to the carved stone of the Victorian buildings across the Oval Maidan, creating the spectacular coastal promenade, Marine Drive – the Queen’s Necklace;
- The nominated property created a formidable architectural dialectic that influenced the narrative of modernism in Asia, with a distinct architectural genre, Western in form and Indian in spirit as an example of shared heritage; and
- The urban ensemble, which embodies international modernist trends of the 19<sup>th</sup> and 20<sup>th</sup> centuries, remains intact up to the present, as its buildings continue to be used.

ICOMOS considers that the justification provided by the State Party includes valid arguments. However, ICOMOS is of the view that the overall narrative and rationale of the nomination is lacking coherence and in need of reformulating despite the additional information submitted on 5 September 2017.

ICOMOS considers the additional information submitted by the State Party on 13 February 2018 offers a convincing rationale by emphasizing the territorial aspect of the nominated property, each with its distinctive architectural style: *“Together these two developments represent the developments in urban planning that led to the expansion of a city along its western seaface, first through the demolition of its fort walls and creation of a Victorian enclave by filling the moat and then through land reclamation from the sea to create an Art Deco development. Together, this urban ensemble creates a distinct entity – of an urban response to the growth of a trading colonial city by the sea – wholly unique in its dramatic juxtaposition of the two distinct architectural groupings facing each other across the historic maidan.”*



ICOMOS considers that the proposed Outstanding Universal Value is better expressed by focusing the justification to emphasize the territorial aspect of the nominated property as an ensemble created by two waves of urban expansion that are manifested by two distinctive architectural styles, namely Victorian Neo Gothic and Art Deco styles and by renaming the property accordingly. This would justify the grouping of the two developments built in two different styles, while excluding excellent examples from these two styles which are located outside the boundaries of these two developments as well as the exclusion of other buildings of other styles that are important in the narrative of the historic development of Mumbai.

### **Integrity and authenticity**

#### **Integrity**

The State Party holds that the assemblage of Victorian Neo Gothic and Art Deco buildings retains a high degree of integrity in visual, spatial and planning terms, with the Rajabai Clock tower as the visual high point and the Oval Maidan, which is a unifying element and a centrepiece to view both the Victorian and the Art Deco groups of buildings. Moreover, it is argued that it retains its integrity as a planned urban development in an Asian colonial city.

ICOMOS notes that a considerable number of significant buildings of both Victorian Gothic and Art Deco styles are located within the buffer zone and not within the nominated property.

ICOMOS considers that by emphasizing the territorial aspect of the proposed Outstanding Universal Value of the property as expressed in the additional information submitted on 13<sup>th</sup> February 2018 and as explained above, the nominated property includes the entirety of the two waves of urban expansion and the majority of buildings that were built within the two expansions in Victorian Neo Gothic style and Art Deco style.

ICOMOS notes that the visual integrity of the nominated property may be compromised by the speed of urban growth in Mumbai resulting in high-rise buildings in the proximity of the nominated property, especially where the buffer zone is particularly tight.

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ICOMOS considers that the conditions of integrity have been met, but careful monitoring of urban growth in the vicinity of the property should be ensured.

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#### **Authenticity**

The State Party holds that the assemblage of Victorian and Art Deco buildings meets the conditions of authenticity in terms of architectural form, decorative motifs, design, scale and material, and that they also retain their original use. The Oval Maidan retains its authenticity as an urban open space and Marine Drive retains its setting as a sea-facing Art Deco development.

ICOMOS notes that even if individual buildings may have experienced modifications, their living nature, form and design are still authentic in general; in particular, the use and function of each building remains almost unchanged in both the Victorian district and the Art Deco district. However, there are no actual written records available in terms of the history of additions and/or modifications of each building.

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ICOMOS considers that the conditions of authenticity have been met.

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In conclusion, ICOMOS considers that the conditions of integrity and authenticity have been met, but the wider settings of the property are vulnerable to urban pressure developments.

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### **Criteria under which inscription is proposed**

The property is nominated on the basis of cultural criteria (ii) and (iv).

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion is justified by the State Party on the grounds that both Victorian Neo Gothic and Art Deco buildings of Mumbai are examples of shared heritage as they express a distinct architectural phenomenon that is Western in form and Indian in spirit, which contributed to the cosmopolitan culture of Mumbai as intended by their city planners and builders. They remain today in their original functions as a manifestation of the uninterrupted vitality of the urban scape. They were built with modern materials, techniques and structural systems in two architectural styles in two consecutive periods that were central to the development of modern architectural forms.

The Victorian assemblage of grand public buildings created an Indo-Gothic style by blending Gothic Revival elements with Indian elements, with adaptations in response to the local climate by introducing balconies and verandas.

The turn-of-the-century buildings created a transitional phase by blending European planning with Mughal and Indo-Islamic features, creating a fusion that became known as Indo Saracenic style.

Mumbai's Art Deco buildings of iconic cinema halls and apartment buildings blended Indian design with Art Deco imagery and created a unique style that became known as Indo-Deco. Its influence spread through the Indian sub-continent until the adoption of architectural modernism by Jawaharlal Nehru for the then newly independent India.

ICOMOS considers that both the Victorian Gothic and the Art Deco ensembles exhibit an important exchange of European and Indian human values over a span of time. The additional information submitted by the State Party on 13 February 2018 clarified the connection that ties these two ensembles, styles and types of buildings as they are both parts of the two major urban expansions of the city at the end of 19<sup>th</sup> century and beginning of 20<sup>th</sup> century.

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ICOMOS considers that this criterion has been justified.

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

This criterion is justified by the State Party on the grounds that the Victorian and Art Deco ensembles reflect the developments in urban planning over two centuries, with the shift from fortified colonial town to a cosmopolitan city in the map of global commerce.

ICOMOS acknowledges the significance of each of the two styles and ensembles of buildings and the quality of their contrast facing each other across the Oval Maidan.

The two ensembles represent architectural styles, phases in the advancements of construction materials and techniques, urban planning philosophies and historical phases which are distinctive, facing each other across the Oval Maidan. They stand witness to the development of Mumbai from a small coastal fort to the preeminent colonial city of the British Empire, a global financial capital and the 'Gateway to India' in East Asia.

The additional information submitted by the State Party on 13 February 2018 clarified the connection that ties these two ensembles, styles and types of buildings as they are both parts of the two major urban expansions of Bombay that led to the development of the city to become the internationally important mercantile city of the twentieth century and up to the present.

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ICOMOS considers that this criterion has been justified.

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In conclusion, ICOMOS considers that the nominated property meets the criteria (ii) and (iv) and the conditions of integrity and authenticity.

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#### **4 Factors affecting the property**

Development pressure in and around the nominated property is unprecedented, according to the nomination dossier. Despite the protection offered by the 1995 Development Control Regulation for Greater Bombay no. 67 (DCR 67), the redevelopment byelaws DCR 33 (7) and (9) allow for reconstruction and redevelopment of 'cessed buildings'. The pressure for façade alterations and changes to ground floor level is very high because of the

commercial activities of the city of Mumbai and the closeness of the nominated property to the business district.

According to the additional information received from the State Party on 13 February 2018 in response to ICOMOS' Interim Report, both the property and the buffer zone enjoy two layers of protection. Firstly, the blanket protection of the two notified Heritage Precincts; the Fort Precinct and the Marine Drive Precinct. Secondly, the 100-meter protection zone of Grade I buildings along the Oval Maidan side of the Property adds another layer of protection.

Environmental pressures are a combination of salt-laden sea breezes and urban air pollution. This threatens particularly the decorative features, which are carved from limestone, on the facades of both Victorian and Art Deco buildings.

Disasters that may affect the property are defined by the nomination dossier as heavy rainfall and flooding, earthquakes, cyclonic winds, and fire.

Torrential rainfall affects the infrastructure and may lead to flooding in a few areas of the buffer zone. In addition, Mumbai is located in an area of moderate risk of earthquakes, according to the Geological Survey of India. Also, the threat from cyclonic winds may affect in a limited way the outskirts of the buffer zone.

The risk of fire is critical for timber-framed buildings in wards A, B and C, with narrow irregular alleyways in the Fort Area with little or no access for fire engines.

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ICOMOS considers that the main threats to the property are development pressures and environmental pressures, particularly torrential rain and to a lesser extent the threat of earthquakes. The property is also threatened by the risk of fire.

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### **5 Protection, conservation and management**

#### **Boundaries of the nominated property and buffer zone**

The total area of the nominated property is 66.34 ha. The total area of the buffer zone is 378.78 ha and is defined by the two Heritage Precincts: the Fort Precinct and the Marine Drive Precinct.

The eastern border of the Fort Precinct is the sea and its western border is the Esplanade. The delineation of the Fort Precinct follows the traces of the original extent of the historic Fort, which was demolished in the 1860s. On the east, the borders follow the historic Naval Docklands and the business district. Its northern boundaries include the Chhatrapati Shivaji Terminus (formerly Victoria Terminus) and the Crawford Market (Mahatma Jyotirao Phule Market).

The Marine Drive Precinct is bordered on the south by Madame Cama Road. Marine Drive and the western seaboard of the Arabian Sea form the western boundary for the precinct. The eastern boundary is bordered by the Esplanade and extends along the original railway lines (Mumbai Suburban Western Railway). The northern boundary is the Malabar Hill.

The Fort Precinct functions as the buffer zone for the nominated property and for another World Heritage Site, Chhatrapati Shivaji Terminus (formerly Victoria Terminus).

ICOMOS notes that the eastern boundary of the buffer zone along Marine Drive cuts through the middle of a circular-shaped road network that is an integral part of a single urban plan, and that the southwestern corner of Marine Drive has no buffer zone, which means the nominated property just faces an area of high-rise buildings.

ICOMOS notes a strip of buildings that is included in the buffer zone but lies between the two heritage precincts and is thus not protected.

The additional information submitted by the State Party on 13<sup>th</sup> February 2018 explained the rationale for the delineation of the boundaries as they follow the boundary of the Marine Drive Precinct and that the Vidhan Sabha buildings and high-rises of Nariman Point were a much later development and built before notification of Marine Drive Precinct as a heritage precinct.

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In conclusion, ICOMOS considers that the boundaries of the nominated property and of its buffer zone are adequate.

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### **Ownership**

The ownership of the buildings of the nominated property follows different patterns: either public, private or mixed. The function of the building is often dictated by whether it is privately or publicly owned.

Most of the Victorian buildings are public buildings, owned by the Central Government or the State Government of Maharashtra, or by the Municipal Corporation of Greater Mumbai. Banks and corporate buildings are owned by Corporations and Banking Corporations. Other buildings are owned by trusts or private companies. The Art Deco apartment blocks are owned by private owners or society ownership. The land is leased from the Collector of Mumbai for 99 years, starting from 1940. After the lease period is up a revision will be required from the government. Private buildings ownership is guided by the Bombay Rents, Hotels and Lodging House Rates Control Act of 1947.

### **Protection**

The legal protection of the property and buffer zone is based on the statute of the Government of Maharashtra, most importantly by the Heritage Regulations for Greater Bombay 1995, Regulation No. 67 (DCR 67). Under this

regulation, buildings of the nominated property are listed as Grade I, IIA, IIB or III.

According to the modification of 25<sup>th</sup> January 2009 the two precincts of the Fort Precinct and the Marine Drive Precinct are protected as heritage precincts. Most of the area of both the nominated property and the buffer zone falls within these two heritage precincts.

ICOMOS acknowledges the additional information submitted by the State Party on 5 September 2017, stating that the Marine Drive Precinct was notified as a heritage precinct by resolution no. TPB4315/28/CR-12/2015/UD-11, dated 15 May 2015.

All repairs and developments must be screened by the Heritage Conservation Committee, including all proposed changes of cessed buildings.

Further layers of protection are offered by policies under several Acts.

As modern developments of the 19<sup>th</sup> and early 20<sup>th</sup> centuries, no traditional protection mechanisms exist for the buildings of the nominated property or the buffer zone. Nevertheless, institutions of the civil society, such as the 'Marine Drive Residents' Association' and the 'Oval Trust', act as watchdogs for the protection of the built environment.

The effectiveness of protection measures is supported by Government Notice No. TPS-1812/3067/CR-42/UD-13, dated 30 April 2015 (Heritage TDR), which implies that floor area can be transferred to other areas, outside the heritage precincts, in order to keep the floor area ratio of the heritage precinct at 1.33 net, in effect detouring the development to outside the heritage precincts. Five cases have benefited from the Heritage TDR to date, totalling 2091.74 square meters.

ICOMOS considers that the nomination dossier is missing the detailed explanation and record of the mechanism and effectiveness of implementation of DCR67 and to what extent are they effective for the buildings that are not listed (Grades I, IIA, IIB & III), both in the nominated property and the buffer zone.

In response to the Interim Report, the State Party presented a list of eight cases that were reviewed by the Heritage Conservation Committee and indications of the different decisions and recommendations of the Committee. However, these examples remain indications that are not detailed or backed by documentation of the relevant buildings, the proposals and the implemented interventions.

ICOMOS notes that the nomination dossier doesn't clarify the impact of the CESS Act on the cessed buildings within the property and how the protection of these buildings differs from the rest of the buildings within the nominated property and its buffer zone.

In response to the Interim Report, the State Party clarified that *“all proposals for alterations or modifications of CESS buildings shall be presented to the Heritage Conservation Committee.”*

ICOMOS further notes that all the above protection measures do not cover the strip of buildings in the buffer zone that lies between the two precincts.

In response to the Interim Report the State Party clarified that the property and the buffer zone are under the protective blanket of DCR 67 and that any permission for repair or development will be screened under the jurisdiction of the Heritage Conservation Committee.

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In conclusion, ICOMOS considers that the legal protection in place is adequate. ICOMOS recommends that the actions of the Heritage Conservation Committee should be backed by documentation of the relevant buildings, the proposals and the implemented interventions.

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### **Conservation**

Structures within the nominated property are inventoried and documented on an urban scale, including for example location maps, classification, photographs and comments on use, significance and topography. This inventory was created in 2013.

Most buildings of the nominated property are in a fair or good state of conservation, with two exceptions. The first is the former Watson’s Hotel, which is known at present as Esplanade Mansions. It is listed as a grade IIA building and is in need of urgent conservation intervention. The other building is the Art Deco Eros Cinema, which is in a fair state of conservation but does not function as a cinema anymore for financial reasons.

A number of buildings within the nominated property have been restored, including the Bombay High Court, Mumbai University Library and Rajabai Clock Tower and Convocation Hall. Restoration works are ongoing for the Public Works Department Building.

Documentation of conservation works for the Art Deco buildings could be improved.

Some Art Deco buildings within the property are impacted by alterations made by users, such as enclosure of balconies and the addition of a floor or two.

The Heritage Conservation Committee, which was created by DCR 67, is instrumental in active conservation measures. The Current Greater Mumbai Development Plan and the Draft Development Plan for Greater Mumbai 2014-2034 both include rules for restricting development and redevelopment as well as repairs under section 52 ‘Conservation of Heritage’.

ICOMOS acknowledges the inventory and urban-level documentation of the buildings within the property. However, it is the view of ICOMOS that it is necessary to include architectural-level documentation and detailed records of the conservation state and history of each building.

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In conclusion, ICOMOS considers that conservation measures in place are adequate. ICOMOS recommends that the inventory be complemented to include architectural-level documentation and detailed records of the conservation state and history of each building.

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### **Management**

Management structures and processes, including traditional management processes

The nomination dossier mentions that the nominated property will be managed through the existing mechanism based on Section 52 of the Greater Mumbai Development Plan by the Heritage Conservation Committee, which was created by DCR 67. The Site Management Plan identifies nine objectives and presents an action plan consisting of 13 actions, with an indication of the stakeholders or agencies involved for each action, and whether it is an ongoing, short-, medium- or long-term action.

ICOMOS notes that the site management plan that is presented with the nomination dossier does not include an organizational chart or an explanation of clear tools for implementation.

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

ICOMOS appreciates the strong commitment on the part of local community groups. However, the actual work of the Heritage Conservation Committee is not detailed, despite the fact that it has been actively functioning for many years.

ICOMOS notes that apart from the members of the Heritage Conservation Committee, whose role is advisory, the nomination dossier does not clarify the staffing levels, expertise or training for the personnel who actually carry out the work and the implementation of the Committee’s decisions.

ICOMOS notes that the additional information submitted by the State Party on 13 February 2018 in response to the Interim Report names the members of the Heritage Conservation Committee and the technical staff. However, no organizational chart or clarification of the expertise and roles were included.

Furthermore, interpretation, presentation and visitor management of the nominated property are either outdated or not clearly outlined in the nomination dossier.

Involvement of the local communities

There is a strong involvement of local communities such as the 'Oval Trust', and 'Marine Drive Residents' Association'. Professional bodies such as the Urban Design Research Institute, and the Chhatrapati Shivaji Maharaj Vastu Sangrahalaya (formerly the Prince of Wales Museum of Western India) are also active players in conservation movements.

ICOMOS notes the positive involvement of the local communities in the protection of the nominated property and the preparation of the nomination dossier.

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In conclusion, ICOMOS considers that the management system is adequate. ICOMOS recommends that the site management plan is extended to include an organizational chart showing responsibilities and decision-making processes, the legal provisions of the management of the property, an implementation mechanism for the management action plan, including resources, staffing and training, and a management tourism strategy.

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## 6 Monitoring

Ten indicators are identified by the nomination dossier to monitor the state of conservation of the nominated property, with the identification of periodicity and the location of records pertaining to four objectives: Conservation; Public Services & amenities; Buffer zone management; and Risk management.

ICOMOS notes that, in general, the indicators identified by the State Party are appropriate. However, a more precise periodicity is recommended. Some indicators are not directly measurable and may need more specific indicators, such as "survey of larger buffer area to check the state of buffer zone" and "Infrastructure monitoring".

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In conclusion, ICOMOS considers that the monitoring could be considered adequate, but could be improved by introducing more indicators and specifying more precise measurable indicators.

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## 7 Conclusions

ICOMOS acknowledges the significance of the ensemble of the Victorian Gothic institutional buildings and the ensemble of the Art Deco residential, commercial and entertainment buildings of Mumbai, each in their own right.

The justification for the Outstanding Universal Value should emphasize the territorial aspect of the nominated property and its significance as two waves of urban expansion of the city that transformed it into a modern mercantile cosmopolitan city. The name of the property should be changed accordingly. The property meets

criteria (ii) and (iv) and conditions of integrity and authenticity.

The 2013 inventory of nominated ensembles should be complemented to include architectural-level documentation and detailed records of the conservation state and history of each building.

The site management plan should be extended to include an organizational chart showing responsibilities and decision-making processes, the legal provisions of the management of the property, an implementation mechanism for the management action plan, including resources, staffing and training, and a management tourism strategy.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the Victorian and Art Deco Ensemble of Mumbai, India, be inscribed on the World Heritage List on the basis of **criteria (ii) and (iv)**.

### Recommended Statement of Outstanding Universal Value

Brief synthesis

Two waves of urban development of Mumbai in the 19<sup>th</sup> and 20<sup>th</sup> centuries transformed the city from a fortified trading outpost to the first city of India. The first expansion included the construction in the 1880s of a group of Victorian Gothic public buildings and the creation of the Oval Maidan.

The second expansion was the Backbay Reclamation Scheme in the early 20<sup>th</sup> century, which offered a new opportunity for Bombay to expand to the west with Art Deco residential, commercial and entertainment buildings and the creation of the Marine Drive sea front.

Today the Oval Maidan offers a spectacular ensemble of Victorian Gothic buildings on its eastern side, and another impressive ensemble of Art Deco buildings on its western side as a testimony to the modernization phases that Mumbai went through leading to a modern independent India in 1947.

**Criterion (ii):** Both the Victorian Gothic and the Art Deco ensembles exhibit an important exchange of European and Indian human values over a span of time. The Victorian assemblage of grand public buildings created an Indo-Gothic style by blending Gothic revival elements with Indian elements, with adaptations in response to the local climate by introducing balconies and verandas. Mumbai's Art Deco buildings of iconic cinema halls and apartment buildings blended Indian design with Art Deco imagery and created a unique style that became known as Indo-Deco. Its influence spread through the Indian sub-continent.

**Criterion (iv):** The Victorian Gothic and Art Deco ensembles reflect the developments in architecture and urban planning over two centuries. The two ensembles represent architectural styles, phases in the advancements of construction materials and techniques, urban planning philosophies, and historical phases which are distinctive and facing each other across the Oval Maidan. Both ensembles are the creation of the two major urban expansions of Bombay, which led to the development of the city to become the internationally important mercantile city of the twentieth century and up to the present.

#### Integrity

The assemblage of Victorian Gothic and Art Deco buildings retains a high degree of integrity in visual, spatial and planning terms with the Rajabai Clock tower as the visual high point and the Oval Maidan, which is a unifying element and a centrepiece offering to view both the Victorian and the Art Deco groups of buildings. It retains its integrity as a planned urban development. The wider settings of the property are vulnerable to urban development pressures.

#### Authenticity

The assemblage of Victorian Gothic and Art Deco buildings meets the conditions of authenticity in terms of architectural form, decorative motifs, design, scale and material. They also retain their original use. The Oval Maidan retains its authenticity as an urban open space and Marine Drive retains its setting as a sea-facing Art Deco development.

Even if individual buildings may have experienced modifications, their living nature, form and design are still authentic in general; in particular the use and function of each building remains almost unchanged in both the Victorian district and the Art Deco district.

#### Management and protection requirements

The legal protection of the property and buffer zone is based on the statute of the Government of Maharashtra, most importantly by the Heritage Regulations for Greater Bombay 1995, Regulation No. 67 (DCR 67). Under this regulation, buildings of the property are listed as Grade I, IIA, IIB or III. The property and its buffer zone fall within the two heritage precincts: Fort Precinct and Marine Drive Precinct.

The property is managed according to Section 52 of the Greater Mumbai Development Plan by the Heritage Conservation Committee, which was created by DCR 67. The Site Management Plan identifies nine objectives and presents an action plan consisting of 13 actions, with an indication of the stakeholders or agencies involved for each action, and whether it is an ongoing, short-, medium- or long-term action. It should be strengthened to include an organizational chart, the legal provisions of the management of the property, an

implementation mechanism for the management action plan and a management tourism strategy.

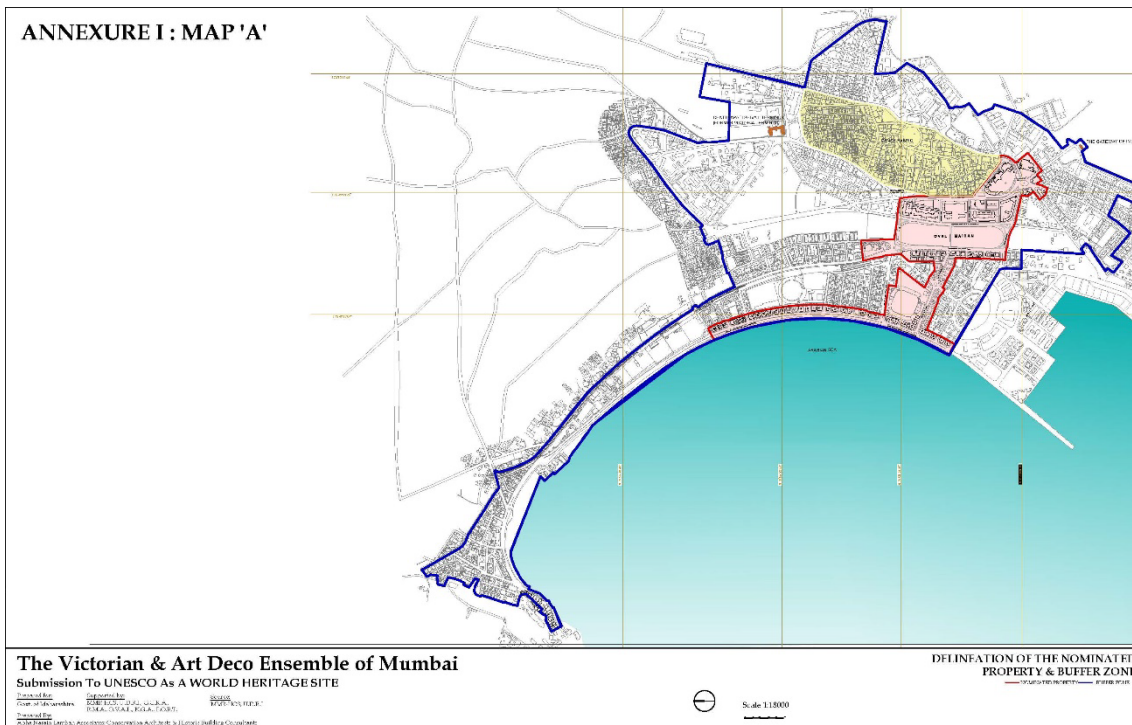
#### Additional recommendations

ICOMOS further recommends that the State Party gives consideration to the following:

- a) Complete the 2013 inventory to include necessary documentation at architectural level, including conservation state and conservation history for each building, which will be necessary for effective management of the property,
- b) Ensure the protection of the property from development pressures, paying special attention to its wider settings and maintaining the visual dominance of the skyline by the Rajabai Clock tower,
- c) Undertake urgent conservation of the grade IIA building, the former Watson's Hotel (known at present as Esplanade Mansions),
- d) Ensure revitalization of the Art Deco Eros Cinema, which is in a fair state of conservation but no longer functions as a cinema,
- e) Back the actions of the Heritage Conservation Committee by documentation of the relevant buildings, the proposals and the implemented interventions,
- f) Extend the site management plan to include an organizational chart showing responsibilities and decision-making processes, the legal provisions of the management of the property, an implementation mechanism for the management action plan, including resources, staffing and training, and a management tourism strategy;

Moreover, ICOMOS recommends that the name of the property be modified to become: "The Victorian Gothic and Art Deco Ensembles of Mumbai".

**ANNEXURE I : MAP 'A'**



Map showing the boundaries of the nominated property



The Elphinstone College and David Sassoon Library along with the Watsons Hotel



Majestic Hotel



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# The Age of Trade: Old Town of Jakarta and 4 Outlying Islands (Indonesia)

## No 1524

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### Official name as proposed by the State Party

The Age of Trade: The Old Town of Jakarta (formerly Old Batavia) and 4 Outlying Islands (Onrust, Kelor, Cipir and Bidadari)

### Location

Kota Tua (North and West Jakarta), Onrust Island, Cipir Island, Kelor Island and Bidadari Island  
Special Capital Region (DKI) of Jakarta  
Indonesia

### Brief description

The Age of Trade is a nomination of two component sites, one located in the Old Town of Jakarta and the other comprising four small islands in Jakarta Bay. The property is presented as a chief entrepot of the Dutch East India Company (VOC) and is said to testify to Dutch overseas town planning schemes following the ideal city plan of Simon Stevin. The sites include monuments and urban residential as well as commercial areas, which developed over four centuries. They further comprise docks and harbour facilities as well as archaeological and fortification remains on the island components.

### Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial nomination of 1 *group of buildings* and 1 *site*.

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (12 July 2017), Annex 3, it contains also an *historic town which is still inhabited*.

## 1 Basic data

### Included in the Tentative List

30 January 2015

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

25 January 2017

### Background

This is a new nomination.

### Consultations

ICOMOS has consulted its International Scientific Committees on Shared Built Heritage, Historic Towns and Villages and Fortifications and Military Heritage as well as several independent experts.

### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the nominated property from 17 to 23 September 2017.

### Additional information received by ICOMOS

A letter was sent by ICOMOS to the State Party on 20 September 2017 requesting further clarification and additional information on the serial composition of the property, the delimitation of boundaries and buffer zones, disaster preparedness and the likeliness and nature of foreseen future developments in the urban centre and the sea. A response was received from the State Party on 19 October 2017. The information provided is integrated in the relevant sections below.

On 24 January 2018, ICOMOS sent an interim report to the State Party.

### Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

The Old Town of Jakarta, formerly known as Batavia, is located in an alluvial plain on the northern coast of Java Island along the mouth of the Ciliwung River. The river provided the town with fresh water but also served as a canalized river to access the hinterlands. The city was planned and constructed, inspired by Simon Stevin's idea of the Ideal City, under the supervision of the Dutch East India Company (VOC) in the 17<sup>th</sup> and 18<sup>th</sup> centuries. It was built as a trade and administration entrepot for the South Asian trade activities of the Dutch East India Company. The nominated property area combines historic evidence of military, governmental, administrative and trade functions. It also testifies to the multicultural encounters of the regional Indonesian and South Asian and well as global trading nations.

The nominated property is comprised of the area in which the first fortified settlement designed by the VOC was located and includes the former China Town to the south of the former fortification walls. In addition, four islands in the Bay of Jakarta which lie around 15km north of the fortified settlement, Onrust, Kelor, Cipir and Bidadari Islands, are included as a second site component. The overall size of the property including both site components amounts to 352 hectares. Almost 40,000 residents live within the urban component of Old Jakarta. The two components shall be described separately below:

#### Old Town of Jakarta (Oud Batavia)

The nominated area can be divided into four areas which are arranged on either side of the central Kali Besar Canal.

The North-Eastern Section includes the foundations of Kasteel Batavia, a section of the Northern City Wall, the Eastern Outer City Canal and the East Godowns, four warehouses built between 1633 and 1648. The most prominent building in this section is the Stadhuis, the former city hall dating back to the 18<sup>th</sup> century, which now accommodates the History of Jakarta Museum.

The South-Eastern Section includes the foundations of the Bastion Hollandia, which can be seen in the property of the Bank of Indonesia and the Sion Church designed by Ewout Verhagen from Rotterdam. In the North-West Section one finds another two segments of city walls which are preserved at lengths of 158 and 121 meters respectively. The walls of Bastion Zeeburg date back to the early 17<sup>th</sup> century but currently serve as oil drum stores or the back walls of squatted houses. The Bastion Culemborg can still be seen from the water, similar to its former seaside setting. The West Godowns, four two-storey warehouses located in this section, date back to 1652 and retain roofs in their original condition. They now serve as the Maritime Museum. Further wooden warehouses along the canal provide a floating warehouse environment dating back to the 19<sup>th</sup> century. The one remaining warehouse built by Jacques de Bolland, dating back to the 17<sup>th</sup> century, is in critical condition and requires immediate restoration.

In the South-Eastern Section, the Toko Merah house was built by Governor General Baron Gustav Willem von Imhoff in 1730. Further examples of prominent 19<sup>th</sup> and 20<sup>th</sup> century architecture of the Dutch East Indies can be found in various sections of the property and include, amongst others, the Kafe Batavia, the Chartered Bank of India, Australia and China, and the Rotterdamsche Lloyd Building. The nominated site component located in the Old Town of Jakarta has an overall size of 172 hectares.

The Outlying Islands of Onrust, Kelor, Cipir and Bidadari  
This second site component is formed by four islands and the sea between them, located around 15km north of Jakarta Old Town in Jakarta Bay. Onrust Island already had a functioning shipyard and warehouses in 1615 when the VOC founded Batavia. Only the old wharf, which is still used, and the VOC graveyard remain today from the time of the Dutch East India Company. Archaeological excavations during the past three decades have traced several foundations of other VOC structures. A monument from a later period are the foundation walls of the haj quarantine station which processed up to 3,000 pilgrims returning from Mecca every year.

Kelor Island is the outermost of the four islands and acts as a protective barrier from marine erosion for the others. In locations where erosion was strongest, protective concrete walls and breakwater structures were added to the coastline. The island retains the architectural remains of the circular tower of a Martello Fort. Cipir Island comprises the remains of a 19<sup>th</sup> century leprosarium and two old cannons. Finally, Bidadari Island completes the group of four islands and is run as a commercial holiday resort. It predominantly exhibits the well preserved remains of a Martello Fort with outer and inner walls. The four islands including the sea

between them included in this site component cover an overall area of a little more than 180 hectares.

### History and development

The earliest Muslim settlement, Calapa, under the Kingdom of Banten, existed in Old Jakarta long before Portuguese ships first arrived from Malacca in the early 16<sup>th</sup> century. The Dutch initially landed at the mouth of Ciliwung River in 1596. In summer 1618, the Dutch East India Company (VOC) received the right to trade in Jakarta (then Jacatra). The conquest and razing of the existing settlement initiated the construction of the first stone warehouses and merchant's residences.

Jan Pieterszoon Coen started designing a new Dutch city including the defensive fortress, named Jacatra Fort. In the later part of the century, a system of city walls, ramparts and moats was created around the warehouses, administrative buildings and merchant's residences. It followed Simon Stevin's 1649 tract "*Vander Oirdening der Steden*" (*On the Structuring of Cities*) aimed at constructing an ideal city. This plan combined orthogonal street patterns inspired by Renaissance ideals with town plans characterized by Dutch engineering and fortification skills.

The trade activities of the Dutch East India Company in the 17<sup>th</sup> and 18<sup>th</sup> centuries were immense and Batavia became its key port. The governing institutions of the VOC East India trade were centralized in Batavia after 1619. When the city was completed in 1650, it became the largest VOC-initiated settlement. In the early 18<sup>th</sup> century, following the growth of the city, conditions of hygiene became concerning and in 1733 a malaria epidemic struck Batavia. The extremely high mortality rates in the late 18<sup>th</sup> century led to Batavia's decline and earned it the title of "Graveyard of the East".

In 1808, Marshall Herman Willem Daendels took over the rule of Batavia and was instructed to defend it on behalf of Napoleon's France against possible British attacks. Afraid of being unable to defend the city, he demolished much of it, using the stones to construct a new city, Weltevreden, to its south.

The outlying islands, in particular Onrust Island, were used as VOC shipyards as early as 1613. After the construction of a new VOC shipyard in the Old Town of Jakarta, the Onrust shipyard remained reserved for the largest ships only. At the forefront of defence in Jakarta Bay, a battery was erected on Onrust in the 1650s and in 1656 the fortification was reinforced by a fort, which was later expanded. There was also a small church and a gunpowder magazine. In the 18<sup>th</sup> century more than 200 men worked on Onrust Island in ship-building and maintenance. In 1800 the British besieged and destroyed the Onrust shipyard. The Dutch rebuilt it in 1806 but it was again destroyed in 1808.

The other three islands mainly housed further defence as well as quarantine functions. Following this period, the islands hosted prisons for political opponents. All islands suffered during the recent period between 1968-71, when

they were without administrative responsibility and ownership and were heavily looted. Finally, in 1972 they were declared as historic preservation sites by the government of Indonesia.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The comparative analysis follows a stringent methodology aimed at assessing key measurable factors related to the different themes presented under the selected criteria. The division of attributes to be compared according to the different criteria and key themes, VOC city planning, trade networks, multicultural encounters and vernacular ship-building and building traditions, suggests a lack of cohesion among the various justifications laid out for the exceptionality of the property.

The nomination compares the property as representative of an exceptional Dutch city plan, drawing on indicators such as the date of foundation, the size of the city and its urban spatial arrangement. It carries on to compare the city as a multicultural and heterogeneous space, by considering among other things the number of ethnic communities which immigrated to the city and the number of hybrid cultural expressions created through these migration processes. Following on from these, also international trade influences on the cityscapes and regional traditions of ship-building are examined and compared.

The first focus of comparison is cities influenced by Dutch colonial trade activities, including Dutch-founded and designed settlements like Cape Town, South Africa; Mauritsstad, now part of Recife, Brazil; Willemstad, Curacao, inscribed on the World Heritage List in 1997 under criteria (ii), (iv) and (v); and Paramaribo, Suriname, inscribed on the World Heritage List in 2002 under criteria (ii) and (iv). A second comparison is focused on Dutch colonial settlements integrating previously existing indigenous or Portuguese cities such as Semarang, Surabaya, and Melaka, Malaysia, part of the serial World Heritage property Melaka and George Town, Historic Cities of the Straits of Malacca, inscribed on the World Heritage List in 2008 under criteria (ii), (iii) and (iv).

ICOMOS considers that the comparative analysis illustrates several weaknesses, which prevent it from presenting a convincing case for the nominated property. Firstly, the current state of preservation of the compared sites has not been taken into consideration in the comparative analysis. Historic sizes or trade volumes can say much about the importance of a city in historic terms but do not give adequate information on the contemporary representation of this history. Secondly, the comparative analysis appears fragmented due to the State Party's approach of comparing the attributes of each criterion separately. This way, several distinct features are analysed but not the capacity of the combination of these features to be considered exceptional.

The selection of comparators seems to be inconsistent as it changes from one context of attributes to the next. The World Heritage property of Melaka, for example, is compared in its capacity to represent Dutch colonial city planning but does not feature in the comparison of cities of multicultural trade influences, although this context explicitly led to its recognition as a World Heritage property in 2008. ICOMOS further considers that some of the judgements made in relation to indicators contradict information provided in other sources on the respective properties. For example, the Dutch colonial settlement of Semarang in Indonesia is compared as less diverse in terms of multicultural representations by only reflecting the testimony of three international, and one local, cultural groups. ICOMOS notes in this context, that Semarang Old Town was listed on the Indonesian Tentative List in 2015 explicitly as an exceptional example of a multicultural trading town, naming far more cultural influences than are recognized in the present comparative analysis.

In summary, ICOMOS considers that in its present methodology, form and content, the comparative analysis cannot succeed in highlighting any exceptionality which could justify Outstanding Universal Value for Jakarta Old Town. ICOMOS further notes that the Comparative Analysis fails to compare the contribution of the four islands to the property as well as the relevance of each in its contribution to the attributes compared.

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ICOMOS considers that the comparative analysis does not justify consideration of this property for the World Heritage List.

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#### Justification of Outstanding Universal Value

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

- The property is said to be exceptional as the centre of an expansive trade network established by the Dutch East India Company. During the 17<sup>th</sup> and 18<sup>th</sup> centuries, the Old Town of Jakarta and with it its four outlying Islands became the town with the largest volume of trade in Asia and became the entrepot for the Dutch East India Company as well as the hub for its logistics;
- The Old Town of Jakarta and 4 Outlying Islands is considered to still reflect the ground plan of the Dutch colonial city plan inspired by Simon Stevin's concept of an ideal city, including its key elements of defensive, administrative and residential structures;
- According to the nomination dossier, the number of different ethnic groups and cultures that congregated and settled in the Old Town of Jakarta and its environs is more varied than nearly anywhere else in the world. This fact is assumed to have created a multicultural heritage reflected in the many different communities that were formed and remains legible in the still-existing names of districts, the different religious buildings, architectural styles, as well as in the intangible cultural heritage.

ICOMOS considers that while fragile remains of the original Dutch city plan and trade centre can still be recognized today, it has not been justified in which way these remains can be considered exceptional attributes of the proposed Outstanding Universal Value. Likewise, on the notion of the testimony of intercultural trade exchanges reflected by Jakarta's contemporary multiculturalism, hybrid cultures and general policy towards inclusiveness, ICOMOS recognizes that Jakarta is home to people from a variety of cultural backgrounds. However, it has not been demonstrated in what way this multiculturalism can be understood as exceptional when compared to the many other significant trade centres in the wider region.

In its request for additional information sent to the State Party on 20 September 2017, ICOMOS requested further elaboration on the rationale of a serial nomination proposal towards the reflection of the suggested Outstanding Universal Value as well as further explanation of the distinct contribution of the outlying islands to the above value themes. The response received on 19 October 2017 outlines that the islands provide an essential component needed to present a coherent story of Old Jakarta as the VOC first arrived on these islands and were given permission to repair their boats there before settling in Jakarta. It is explained that the islands hosted the first warehouses and acted as the first line of defence in the Dutch defence system.

ICOMOS considers that the physical evidence retained on the four islands does not substantiate these claims and that as a result of the already undertaken as well as permitted and ongoing land reclamations in the Bay of Jakarta, the visual connection between the two proposed components has been lost. This visual connection, however, would have strongly supported the understanding as to how the islands acted as an outer defence for Old Batavia, which has now become rather difficult to communicate.

ICOMOS further notes that the connection between the tangible remains and architectural and urban evidence included in the nominated property area and the somewhat artificially strong focus on a specific period, the Golden Age of Trade of the 17<sup>th</sup> and 18<sup>th</sup> centuries, is rather scarce. On the contrary, the contemporary Old Town of Kota Tua contains an impressive ensemble of 20<sup>th</sup> century interwar buildings, erected for Dutch businesses connected to maritime trade, such as banks, insurance companies, produce brokers, etc, all of which were nationalised in 1948 and taken over by various Indonesian State Agencies. These have little to no relation to the Golden Age of Trade but form a style locally called "Javanese Art Deco", which became known as the first Indonesian national style. It remains unclear as to whether this style could form a relevant basis for international recognition as no focus was given to it in the proposed Outstanding Universal Value or the Comparative Analysis.

ICOMOS also considers that Old Jakarta is not unique as a harbour city formed by the globalising trade routes of colonial activities as there are many others, including some which have already been inscribed on the World Heritage List. As a result, ICOMOS considers that the justification provided is not appropriate in relation to the serial property proposed.

### **Integrity and authenticity**

#### **Integrity**

The two serial components are said to have been selected in order to present the proposed Outstanding Universal Value in a comprehensive and complete way. However, in ICOMOS's view, despite further explanation provided by the State Party in the additional information requested by ICOMOS, it is not clear in what way the inclusion of the four outlying islands strengthens the arguments set forth in the nomination. It appears that the remaining physical evidence on the islands retains only scarce remains dating back to the key period of the Golden Age of Trade.

The urban design in relation to the Stevin plan, which is strongly emphasized by the nomination authors as the key value of the site, is not easily legible in present day Kota Tua. Defensive walls have been demolished several times, the last time in the 19<sup>th</sup> century, former canals have been converted into streets, and new constructions transgress former plot divisions. Whilst as an academic exercise the development of the contemporary urban plan on the basis of the VOC design may be recognized, in terms of integrity it is difficult to understand how the urban formation of Jakarta by the Dutch East India Company could be represented with a level of completeness that the concept of integrity demands for World Heritage properties. Although the grid of the 1650 layout can indeed in many places still be traced, a lot of alterations have taken place which obscure a general legibility. In fact, even the authors of the nomination dossier suggest that the former extension of the historic Dutch settlements is so difficult to distinguish now, that two gates of an historical appearance should be erected to mark the boundary.

In terms of the overall urban fabric, Old Jakarta contains architectural developments of the 20<sup>th</sup> century which must be considered as unsympathetic intrusions. Some of these are located in the property, quite a number of others in the immediate setting of the buffer zone. These existing developments have irreversibly changed the visual appearance and skyline of Kota Tua. Further high-rise developments within the property have been applied for and at least one seems to have been granted planning permission.

Among other developments in both the property and buffer zone are the approved and ongoing reclamation of 17 islands which will be located between the two property components, which will cover an overall area of over 5000 hectares. The centre piece of these reclamations, the Great Seawall Project, a planned reclamation with a seawall or dyke to keep water out of the city and to help slow

subsidence, is currently proposed but not yet formally approved. In addition, the State Party informed ICOMOS in the additional information submitted on 19 October 2017 that the new MRT railway is planned to be constructed in the southern part of the property, which will be crossed by approximately 400 metres of railway line and one station. The exact design and location of the rail tracks and the station is yet to be decided.

#### Authenticity

In recent decades, Jakarta has been one of the fastest growing cities in the world, which has led to a lot of development pressures and building activities. Although to a lesser extent than at some other places in the city, these have also taken place within the Old Town of Jakarta, so that authenticity has become difficult to confirm with regard to the built fabric. Whilst individual houses and complexes are well conserved and testify authentically in terms of form and design to their period of construction, others are in a dilapidated state or have been replaced or over-modernized. This diversity of urban fabric with a large majority of 19<sup>th</sup> and 20<sup>th</sup> century architecture makes it difficult to speak of a homogenous or authentic urban context.

Ongoing restoration and rehabilitation projects are not always designed to prominently address requirements of authenticity. For example, the central Canal Kali Besar, highlighted as one of the key features of the VOC city plan, is presently being renovated with the introduction of concrete slabs on its ground surface and the canal walls being rebuilt. The same applies to squatter housing, which is being removed from silted up channels which are then reconstructed to reinstall the Stevin city plan. ICOMOS considers that the development of the city over time and in particular the architectural remains of the 19<sup>th</sup> and early 20<sup>th</sup> centuries in Kota Tua add to the understanding of the historic centre it forms today. Reconstruction solely aimed at improving the town planning features of the Golden Age of Trade in the 17<sup>th</sup> and 18<sup>th</sup> centuries should be carefully reconsidered. ICOMOS recommends in particular that the ongoing restoration and redevelopment projects on the 20<sup>th</sup> century heritage of Kota Tua should be guided by taking into full account the various information sources of authenticity, which characterize these representations of a regional expression of Art Deco.

Use and function of the property has significantly changed but remains authentic in some key areas, in particular in the area of the harbour as well as some religious structures, godowns and warehouses. The setting of the site, however, is significantly compromised in terms of authenticity, both in terms of the relationship of the two property components which have become disconnected as a result of land reclamation as well as in the urban context, through infrastructure and high-rise developments.

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In conclusion, ICOMOS considers that the condition of integrity has not been met and that authenticity can be demonstrated for individual buildings but is lacking for the urban context of the serial property.

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#### Criteria under which inscription is proposed

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

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion is justified by the State Party on the grounds that the Old Town of Jakarta was the main entrepot and rendezvous point for the VOC as well as its capital and powerhouse in Asia. It is said to represent the peak of 17<sup>th</sup> and 18<sup>th</sup> century Dutch overseas architecture and town planning in Asia as the most exceptional example of a "Dutch Colonial City" town plan inspired by the principles of Simon Stevin's "Ideal Scheme for a City" in Asia.

ICOMOS considers that the property component of Old Jakarta provides evidence of interchanges of human values over time, which, however, cannot be related to the VOC city plan or the peak centuries of Dutch trade activity. The VOC plan established different residential quarters, which made the city and its surrounding area into a patchwork of different cultures and traditions. This created an imposition of Dutch values and also a multicultural existence but not strong evidence of cultural interchanges. Interchanges particularly flourished in the 19<sup>th</sup> and 20<sup>th</sup> centuries and relate not only to the exceptionally long Dutch presence in the region until 1948 but also to the various Asian exchanges which occurred in this period.

ICOMOS further considers that the second property component of the four Outlying islands cannot make a significant and discernible contribution to the theme of human interchanges highlighted by this criterion.

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ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that Jakarta provides a testimony to an important network of international, Intra-Asian and inter-islands trade. It is said to have experienced an unprecedented scale of intermingling of various local peoples from all over the Indonesian Archipelago, bringing their own differing cultures, beliefs and traditions and provides the living example for the creation of the Indonesian State and an Indonesian culture.

ICOMOS considers that the justification provided is closely linked to value concepts usually recognized under criterion (ii) in relation to the interchange of human values. The capacity of Old Jakarta to provide testimony to the cultural and trade exchanges during the Golden Age of Trade in the 17<sup>th</sup> and 18<sup>th</sup> centuries has already been discussed under criterion (ii) above. In contemporary

times, Jakarta certainly forms a hub of a very rich and intricate network of cultures.

However, ICOMOS considers that it has not been justified in what way the representation of the variety of Indonesian cultures and selected other Asian communities can be considered to be exceptional at a wider regional or even global scale. The contribution of sites to national identities is not usually recognized under the World Heritage Convention in terms of Outstanding Universal Value. In addition, a number of World Heritage Sites are already recognized as reflecting the intermingling of cultures based on trade exchanges in Asia, including Melaka and Georgetown, historic cities in the straits of Malacca, Malaysia; Kulangsu, a historic international settlement; and the Historic Centre of Macao, China, to name merely a few examples. It has not been demonstrated in what way Old Jakarta can be said to stand out at a global scale. ICOMOS further notes that the second site component of the four Outlying islands cannot make a meaningful and discernible contribution to this criterion.

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ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that an unprecedented amount of trade created by the VOC ushered in a significant stage in human history, namely, the Golden Age of Trade, which was reflected in the architecture and technological ensemble of the Old Town of Jakarta and 4 Outlying Islands. The town plan inspired by the spirit of Simon Stevin's ideal city is represented as an exceptional settlement type, built by merchants specifically as a trade town with the elements of government, military and residential amenities to which the four outlying islands contribute significant functions for defence and ship repair.

ICOMOS considers that Old Batavia was indeed an unusually coherent type of settlement designed by the Dutch East India Company, which adapted Dutch city planning principles to the geographic and military needs of the location. However, ICOMOS also considers that the legibility of this type of settlement has been reduced over the centuries due to the disappearance of key elements, such as the city walls, the fort, as well as many canals which silted up and were built upon. As a result of further developments in the 19<sup>th</sup> and 20<sup>th</sup> centuries, it has become difficult to recognize the exact extent and features of the VOC-designed city. ICOMOS therefore considers that whilst historically Old Jakarta constituted an exceptional example of a VOC-designed Dutch colonial trade centre, the contemporary state of preservation and level of integrity no longer enables it to be considered as an exceptional representation at a global scale.

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ICOMOS considers that this criterion has not been justified.

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*Criterion (v): be an outstanding example of traditional human settlement, land use or sea use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;*

This criterion is justified by the State Party on the grounds that the Sunda Kelapa harbour is a wharf built specifically for traditional, vernacular wooden cargo boats with its attendant maritime community at Kampung Luar Batang. It represents Indonesia's fleet of traditional wooden cargo boats, said to be the largest in the world, which reflects a tradition of sailing and ship building going back to the 9<sup>th</sup> century. According to the State Party, this port and the Luar Batang have become vulnerable to the impact of the development of modern shipping and air transport as well as a shortage of wood for shipbuilding.

ICOMOS considers that whilst ship-building traditions at Sunda Kelapa harbour continue and the wharf retains the atmosphere of a traditional cargo harbour, very few immovable, tangible remains testify to these traditions in a way recognized by the World Heritage Convention. The nomination does not identify any attributes that could refer to centuries of ship-building traditions and accordingly there are no indications that existing attributes could be exceptional at a wider regional or global level. Furthermore, one interesting element in terms of the long-term development of the site is that the VOC hindered continuous development of local ship-building traditions by forbidding traditional wooden crafts to sail outside the Indonesian Archipelago, in order to maintain its trade monopoly in the wider region.

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ICOMOS considers that this criterion has not been justified.

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In conclusion, ICOMOS does not consider that the criteria have been justified.

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#### **4 Factors affecting the property**

The Old Centre of Jakarta is heavily impacted by urban development, both, already undertaken and further planned. Jakarta is the fastest growing centre in Indonesia and subject to pressures of urbanization and urban expansion. According to the additional information provided by the State Party at the request of ICOMOS on 19 October 2017, the Jakarta City administration has opted to reduce the immediate pressures on the inner city by means of new housing on land reclaimed within Jakarta Bay. At present, 17 islands with an overall size of more than 5000 hectares are being created between the two property components. ICOMOS considers that these islands and the proposed but not yet approved Great Seawall Project change dramatically the seascape of

Jakarta and obscure the visual connections between the property components. ICOMOS further considers that high-rise developments in the historic centre, both within the property and the buffer zone, have impacted negatively on the historic and visual integrity of the urban setting.

Transport infrastructure is likewise of concern. An elevated motorway already bisects the property. The anticipated project to construct the rail-based mass transport system, Jakarta MRT Route, through the property, the exact footprint and design of which is not yet defined, raises further concerns. Not only the railway tracks but also a full station is planned in the south-western area of the property and the start of construction is envisaged in 2019. ICOMOS considers that it is essential that all development projects, including land reclamations, housing and infrastructure developments as well as commercial investments, should be considered by means of Heritage Impact Assessments before any planning approvals are granted by the city administration.

Last but not least, ICOMOS notes that many of the 19<sup>th</sup> and 20<sup>th</sup> century architectural structures of heritage character are presently being restored and redeveloped. ICOMOS considers that this is a crucial moment for the future transmission of Kota Tua and the preservation of the Indonesian Art Deco which remains documented there. In ICOMOS's view it is therefore of utmost importance to guide the redevelopment and revitalization works to pay full respect to the remaining authenticity of individual buildings.

Although Old Jakarta is already a major visitor attraction, it does not seem at risk of overcrowding. However, individual buildings, in particular museums in historic structures, suffer a large amount of visitors on peak weekend hours. Likewise, the access to the Old Town by means of private vehicles, both cars and motorcycles, can be difficult due to lack of parking spaces.

The Old City and all four islands are relatively low lying and barely a few metres above the high tide mark. This means that they are subject to coastal erosion, sea abrasion and natural hazards. All of the four islands have been reduced in both height and overall area over time. Land subsidence is also prevalent in Old Jakarta, which is reported to sink by around 7cm every year. This subsidence is caused by underground water extraction from the aquifers, but it is mostly influenced by natural factors.

The property is highly vulnerable to flooding. Both the national and provincial governments give high priority to address the seasonal flooding which, however, remains a major issue. High rainfall resulting in high tides can, and regularly does, have detrimental impacts on the property. Evacuation plans for extreme flooding or tsunamis were not presented despite the request for this information by ICOMOS in its request for additional information and during its technical evaluation mission. However, in complete contrast to flooding, the draining of certain areas, specifically carried out to allow for new construction,

impacts on neighbouring structures constructed on wooden piles in traditional techniques.

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ICOMOS considers that the main threats to the property are urban and infrastructure developments as well as land subsidence, flooding and water-related natural disasters for which no risk or disaster management plans exist.

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## **5 Protection, conservation and management**

### **Boundaries of the nominated property and buffer zone**

The boundaries of the property were determined by the extension of the Dutch colonial city designed by the VOC as it existed in 1667. Beyond these boundaries, China Town is included in the south and an extension towards the sea shore in the north which aims to relate the property to the sea despite the land reclamations which occurred along the coast during the 20<sup>th</sup> century. It appears that in early considerations of the nomination proposal a site of 800 hectares was envisaged, which was reduced to the now submitted 352 hectares. These boundaries roughly correlate to the area on which the Kota Tua Unit was given managerial mandate by provincial jurisdiction.

Whilst the property in this delineation covers most physical evidence of the 17<sup>th</sup> and 18<sup>th</sup> century Golden Age of Trade urban extension, several other potential attributes related to interchanges of cultures and the unusually long presence in Jakarta of Dutch colonial activity are not included inside the property. The rationale of combining four islands within one serial component, including the sea around them, is not fully elucidated.

As indicated by the State Party in the additional information provided on 19 October 2017 at the request of ICOMOS, the buffer zone in Old Jakarta is defined by two rationales, which are to protect relevant visual perspectives and settings of individual key buildings, as well as the aim of including specific structures of national importance into the buffer zone. At the second serial component of the four outlying islands, the buffer zone is determined by a 70 metre perimeter around the shore integrated in a rectangular boundary shape.

In ICOMOS's view, the buffer zone delimitation also raises a number of questions, in particular in view of its effectiveness and protective capability. Within the municipal zoning for the buffer zone, one finds different levels of scrutiny indicated by different zones of permissible land uses and floor space ratios. The buffer zone of the nominated component in historic Jakarta is indicated in municipal maps by one pink and another blue zone (titled as 'supportive buffer' and 'development buffer'). However, the municipal codes do not specify as to what may be permissible within each type of buffer and what guidelines would apply in each, to retain facades, retain a local area character, and/or a maximum height in metres or storeys.

The Kota Tua Management Unit has no involvement or impact on planning permissions granted in these areas.

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In conclusion, ICOMOS considers that the boundaries of the nominated property do not include all potential attributes of the property and that its buffer zone is not adequate in terms of delimitation and protective effectiveness.

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#### **Ownership**

According to the nomination dossier, ownership within the property area is 50% private, 48% owned by state government agencies, and 2% by the City of Jakarta. The 2% of land in municipal ownership are the 6 local museums under the direction of the Kota Tua Unit. The government agencies who own 48% act as private enterprises, and derive some of their annual budgets from this land, such as leasing to, or being in an arrangement with, private businesses.

Nationalised former Dutch bank buildings, however, cannot be sold or used for a purpose other than as a bank or as a museum. This creates a dilemma as these are prominent buildings occupying large lots, without adequate concepts for use. An organisation of mainly larger business interests in the Old Town was formed in 2013 called JOTRC (Jakarta Old Town Revitalisation Corporation). It operates on a public-private partnership model with some state agencies and aims to also represent the interests of private land owners.

#### **Protection**

Indonesian legislation has two tiers for heritage concerns – national and provincial. The most recent national Cultural Heritage Protection Law is law 11 of 2010. It requires enactment by each provincial level of government, which is yet to occur for the City of Jakarta. Presently valid at provincial level is the regulation of the Provincial Government of DKI Jakarta No. 9/1999 concerning Conservation and Utilization of Cultural Heritage Environment and Buildings. This regulation sets criteria for the determination and classification of the cultural heritage environment, setting, and buildings, preservation of the same, and the utilization of it.

ICOMOS notes that due to the lack of enactment of the 2010 Cultural Protection Law in the DKI Jakarta Province, heritage sites there cannot currently be recognized under this legislation at the highest, national level. As such, the Old Town of Jakarta was declared a provincial conservation area in 1995, but is not yet confirmed at national level.

For the buffer zone, no legal regulations have been issued defining the protective measures or applied development restrictions. Spatial planning decisions are driven at a National Level, in a government structure which recently united the National Ministry of Land and Spatial Planning with the Ministry of Public Works and National Land Agency. In effect, the property and its buffer zone would first need to be acknowledged at a national level to impact provincial and municipal planning decisions, which, however, has not yet occurred.

Decisions concerning development requests in the property and buffer zone are made on a case-by-case basis and are decided upon by the urban planning authorities in the Jakarta City administration in line with land use and zoning regulations in RDTR (detailed spatial plan) of DKI Jakarta Province for Old Town Jakarta. Within this plan the Old Town is indicated as a Heritage Area following Regulation of Provincial Government of DKI Jakarta No. 1/2012.

The Kota Tua Unit, as the Site Management agency, appears to be surprisingly uninvolved in the process of granting planning and building permissions. It appears that they are neither consulted nor given any capacity to influence decision-making processes. It remains to the urban planning authorities to give due consideration to the notion of the heritage area in the special spatial plan. In ICOMOS's view, several recently implemented high-rise and infrastructure developments and regeneration projects indicate that these planning decisions lack heritage expertise and have not managed to ensure the protection of the property and its setting.

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In conclusion, ICOMOS considers that the legal protection in place is not adequate and that the current system for granting of planning and building permissions does not support heritage conservation concerns.

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#### **Conservation**

The state of conservation of historic Jakarta raises concerns. In the words of the nomination authors, the condition of the area has faded from the old image of a vibrant trading centre into a slowly decaying historic district. The degradation of the Old Town's condition is considered the main concern in the conservation scheme within the area. The preserved architectural structures show various states of conservation ranging from appropriate conservation and inadequate reconstructions to serious conditions of decay and dilapidation, including that of key monuments dating back to the 17<sup>th</sup> and 18<sup>th</sup> centuries. In many cases, the contemporary usage of these structures is not conducive to their heritage status.

Whilst the state of conservation of each listed building has been recently documented, the site management team lacks resources, both financial and in terms of human capacity, to respond to the manifold urgent conservation needs. Impacts of regular seasonal floods as well as draining for new constructions further aggravate conservation concerns. In ICOMOS's view capacity building for conservation and provision of adequate resources need to be emphasized to ensure the long-term conservation of the property.

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In conclusion, ICOMOS considers that the overall state of conservation of the property raises concern as several structures are in advanced states of decay and dilapidation, and that further capacity-building initiatives and resources are needed to address the essential conservation needs.

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## Management

Management structures and processes, including traditional management processes

The overall management responsibility lies with the City Authorities in coordination with two partners, the Ministry of Culture, Elementary and Secondary Education and the Government of DKI Jakarta. The Jakarta Old Town Revitalization Corporation (JOTRC) – a public-private partnership - is said to be responsible for daily management of the property with the appropriate local authorities. Whilst ICOMOS explicitly welcomes public-private partnerships in the management of heritage sites, in this case it has not been defined what the exact mandate and responsibilities of the JOTRC are and for what kind of concerns the government partners need to be consulted or responsible.

The provincial city authorities have designated a special unit for the management of the site under the provincial City of Jakarta Ministry of Tourism and Culture, called the UPK (Kota Tua Unit). This seemed necessary as the Old Town extends into two different municipal precincts: North and West Jakarta. The unit accordingly responds and reports to two mayors. Whilst the nomination highlights the day-to-day coordination of the JOTRC, it appears that in practice the UPK is entrusted with most of the day-to-day management affairs. It also acts as a coordinator and communicator between all other stakeholders involved in the management processes.

However, the Kota Tua Unit has no jurisdictional or other mandate for management of the four islands and in consequence there is no overarching management unit or system for the two components of the property. The Unit also seems not to be involved in the granting of planning and building permissions in the property or buffer zone, except when an individually-listed building is directly concerned. In such cases an expert panel is consulted. ICOMOS notes a clear need for better communication and cooperation between municipal, provincial and national structures responsible for the management of the site.

In terms of personnel, the heritage expertise of those involved in the site administration needs to be strengthened. Based on an Indonesian practice of moving civil servants frequently within the government sector, specific heritage qualifications gained through professional practice disappear with rotation. ICOMOS further considers that the site management unit would benefit from better understanding of town planning processes and the policies and processes which drive the granting of planning and building permissions.

Risk and disaster management is not adequately developed in Old Jakarta. Whilst the Kota Tua Fire Station is centrally located to quickly address any fire and now, after a listed temple burned down due to the use of excessively large candles, several museums and public buildings are equipped with fire detection systems, risk or disaster management plans are not available. There are no prioritization plans for the evacuation of cultural heritage in

case of fire nor are there any plans to address the risks of floods or tsunamis. The lack of any prepared response to these is even more surprising, given the increasingly frequent occurrence of floods in Jakarta. ICOMOS recommends putting in place risk and disaster preparedness plans for all likely natural disasters that could occur in the property.

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

A heritage management plan is anticipated to be prepared for the property. A street vendor management plan exists for the Old Town of Jakarta and is often referred to as the management plan in the nomination. However, it is focused on processes of locating, licensing and supervising street vendors and cannot be considered a heritage management plan as stipulated in the *Operational Guidelines* (2017).

The heritage management plan under preparation will aim at three key objectives: (a) the reduction of the rate of decay and conservation of historic monuments; (b) the control of speculative investments that might jeopardize the value of the historic area; and (c) a tourism development plan. No timeframe has been provided for the completion of this management plan.

Interpretation is provided on the four islands as well as in the Old Town museums. At specific locations additional information is available to assist understanding of the historic centre. Although the Stevin Plan has been utilized to create the logo of the historic city, locally-available maps and signboards to guide visitors around include no references to the extent of the Dutch colonial city. Each individual historic monument has an information board, identifying also its date of heritage designation. Old Town mobile applications are available and, in addition to human guides, provide the most comprehensive explanation for heritage values and features.

The city has plans to increase the pedestrianized area in the Old Town, which would certainly be beneficial in terms of conservation and enhanced quality visits. In line with the aim of reducing vehicular traffic, buses will no longer be able to access the property and outside parking spaces will be created.

Involvement of the local communities

Community involvement is facilitated by the Jakarta Old Town Revitalization Corporation (JOTRC), which represents not only private property owners and merchants in the area but aims at involving all other residents. Street vendors have been identified as a particularly important stakeholder group and a management plan for their activities within the property has been developed. The aim of this plan was to communicate that a potential World Heritage status would not prevent street vendor activities but localize them in designated areas.

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In conclusion, ICOMOS considers that the property lacks an overarching management system for the two components and that the management system for Old Jakarta is not adequate in terms of mandate given to the management unit, as well as the formal coordination processes established and resources available. Special attention is needed to ensure capacity building and retention of heritage expertise at all levels of involved government agencies and the preparation of a heritage management plan, including risk preparedness and disaster response plans for likely natural disasters.

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## 6 Monitoring

A monitoring system has been established in the process of preparing the nomination for the Old Town of Jakarta (formerly Old Batavia) and 4 Outlying Islands (Onrust, Kelor, Cipir and Bidadari). The system is linked to the Governor Decree 26/2014 concerning the master plan of the Old Town of Jakarta area.

Indicators for the monitoring exercise are identified in line with the four proposed nomination criteria and focus on the following objectives: the preservation of Stevin's city plan, the continuation of multicultural traditions, the revitalization of historic neighbourhoods to become centres of economic growth, social vibrancy and tourism, as well as the restoration of architectural evidence in the property.

The indicators are presented in tabular format in line with the proposed criterion they apply to, the frequency as well as responsible body for the documentation, and the anticipated judgement in terms of the monitoring result. ICOMOS considers that several indicators could be more easily judged if they were grouped around common themes rather than nomination criteria and drafted more specifically and measurably, but that in principle the approach to monitoring is acceptable.

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In conclusion, ICOMOS considers that the monitoring system designed is acceptable, whilst individual indicators could be improved.

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## 7 Conclusions

The nomination proposal of the Age of Trade: The Old Town of Jakarta (formerly Old Batavia) and 4 Outlying Islands (Onrust, Kelor, Cipir and Bidadari) presents a serial nomination of two components: a historic city centre based on a Dutch colonial trade settlement founded in the 17<sup>th</sup> century and four islands in the Bay of Jakarta, which contributed to the city's outer defence and port system. The key focus of the proposed justification of Outstanding Universal Value lies on the historic Dutch city plan. Additional themes explored include human exchanges of trade and culture as well as traditional ship-building.

ICOMOS considers, however, that the justification of Outstanding Universal Value provided does not succeed in demonstrating Outstanding Universal Value under either of the themes presented. This is essentially due to the state of conservation as well as level of integrity and authenticity of the property. The 17<sup>th</sup> and 18<sup>th</sup> century Dutch city plan said to be inspired by Simon Stevin's model of the ideal Asian city has become almost illegible today, following the demolition of the majority of the city walls, the Batavia fort, and the silting up of and construction upon several canals. As such, although Old Batavia was indeed an important Dutch creation of a colonial city, what remains today cannot be considered unique or exceptional when compared at a wider regional or global level.

In terms of the notion of Jakarta being a testimony to multiculturalism and the approach of inclusiveness celebrated by Indonesia today, ICOMOS notes that it has not been demonstrated in what way these expressions could be said to equal or surpass those of other significant trade centres in the wider region, some of which are already recognized as World Heritage properties for this reason. ICOMOS considers that the physical attributes representing traditional boat building activities are not significant enough to demonstrate an Outstanding Universal Value. ICOMOS observes that the value justification presented by the nomination is often related to the importance and function the site components had in historic periods, whereas only limited and often barely legible physical remains of these times remain preserved today.

In terms of the general conception of the nomination, ICOMOS considers that the heritage of the 19<sup>th</sup> and, in particular, the 20<sup>th</sup> century which is located within the property is given very little emphasis in the nomination, even though it appears to be the most characterizing element which shapes the appearance of Jakarta's Old Town today. ICOMOS therefore recommends paying close attention to current investments and revitalization projects for 19<sup>th</sup> and 20<sup>th</sup> century architecture in Kotu Tua, as these projects need to be guided by heritage conservation concerns in order to preserve, in the long-term, the character of the city.

ICOMOS regrets that the two components presented in this nomination are not linked well enough to present shared value concepts and are not administered by means of a joint management system. The physical state of conservation of remains on the islands does not substantiate the claims made regarding their contribution to certain historic periods, in particular the Golden Age of Trade in the 17<sup>th</sup> and 18<sup>th</sup> centuries. The nomination does neither demonstrate that the four outlying islands make a relevant discernible contribution to the value concepts presented, nor could the series, as composed, be considered to demonstrate integrity. In conclusion, ICOMOS considers that none of the criteria has been justified and the condition of integrity has not been demonstrated. Whilst authenticity can be observed at the level of some individual buildings, ICOMOS considers that

essential information sources such as authenticity of function, setting and atmosphere have been irreversibly lost at a larger urban scale.

In addition, the property is at risk from various factors. Significant urban and infrastructure development is in progress, with over 5000 hectares of landfill currently being reclaimed between the two site components and major rail infrastructure envisaged to be constructed in the property. Heritage Impact Assessments are not integrated into the present planning and building permission procedures nor are heritage experts consulted or heard unless an individually-listed monument is concerned. The historic centre of Jakarta is also at severe risk of seasonal flooding, continuous land subsidence and tsunamis, for which no risk preparedness or disaster management plans exist. Both property components are extremely vulnerable to climate change and its effects, such as extreme weather events and sea level rises.

Protection measures for both property and buffer zone are not sufficiently effective to prevent negative impacts of future developments. Historic structures in the property are retained at various levels of preservation, including important historic structures in advanced states of decay and dilapidation. In several cases the contemporary use of these structures is not favourable to their heritage value. The site administration seems to lack capacity and resources to tackle the enormous conservation challenges at hand.

The property lacks an overall management system but a unit has been established to manage the area of the urban serial component of Old Jakarta, the Kota Tua Unit. Within the management arrangements, ICOMOS notes a need for better cooperation and communication between the various national, provincial and municipal authorities involved in decision-making for the property. A management plan is intended to be developed for the property and its three key objectives have been identified.

## **8 Recommendations**

### **Recommendations with respect to inscription**

ICOMOS recommends that Age of Trade: The Old Town of Jakarta (formerly Old Batavia) and 4 Outlying Islands (Onrust, Kelor, Cipir and Bidadari), Indonesia, should **not be inscribed** on the World Heritage List.

ICOMOS recommends paying close attention to current investments and revitalization projects for 19<sup>th</sup> and 20<sup>th</sup> century architecture in Kota Tua, as these projects need to be guided by heritage conservation concerns in order to preserve, in the long-term, the character of the city.





Map showing the boundaries of the nominated property



*Stadhuis*, former city hall



Wooden Warehouses

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# Sassanid Archaeological Landscape of Fars region (Islamic Republic of Iran) No 1568

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## Official name as proposed by the State Party

Sassanid Archaeological Landscape of Fars region

## Location

Firuzabad, Kazerun and Sarvestan  
Fars Province  
Islamic Republic of Iran

## Brief description

This serial nomination proposes 8 selected archaeological site components in three geographical area contexts at Firuzabad, Bishapur and Sarvestan, all located in the south-eastern Fars Province of Iran. These fortification structures, palaces, reliefs and city plans date back to the earliest and latest moments of the Sassanian Empire, which stretched across the region from 224 to 658 CE. The sites include the founder of the dynasty, Ardashir Papakan's, military headquarters and first capital, a city and architectural structures of his successor, the ruler Shapur I, as well as a monument testifying to the transition between the Sassanid and Islamic eras constructed around the end of the dynasty in the 7<sup>th</sup> and 8<sup>th</sup> century.

## Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial property of 8 *sites*.

## 1 Basic data

### Included in the Tentative List

The Firuzabad site components were included as an individual archaeological site on 20 May 1997. The so-called ensemble of Historical Sassanian Cities in Fars Province was included on 9 August 2007.

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

30 January 2017

## Background

This is a new nomination.

## Consultations

ICOMOS has consulted its International Scientific Committee on Archaeological Heritage Management and several independent experts.

## Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 25 to 30 September 2017.

## Additional information received by ICOMOS

A letter was sent by ICOMOS to the State Party on 28 September 2017 requesting further clarification and additional information on the serial approach and serial composition of the property, the protection status of the buffer zones, disaster preparedness and risk management, the composition and cooperation of the management authority, and specifications on the monitoring system. A response was received from the State Party on 3 November 2017.

On 22 December 2017, ICOMOS sent an interim report to the State Party, which requested the State Party to refocus the context of justifying the Outstanding Universal Value on the commencement and early expansion period of the Sassanian Empire, to consequently withdraw the Sarvestan Monument from the serial composition, and to realign the boundaries of the remaining site components to encompass the landscape features surrounding the archaeological testimonies. The State Party responded on 26 February 2018. All responses received throughout the evaluation process are incorporated into the relevant sections below.

## Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

The serial nomination of the Sassanid Archaeological Landscape of Fars region presents eight archaeological sites in three geographical contexts of former Sassanian cities. The overall area nominated encompasses 639 hectares which divide into 392 hectares in the five Firuzabad components, 222 hectares in the two Bishapur components and, finally, 25 hectares in the Sarvestan component.

#### Firuzabad

The Firuzabad group is located approximately 110 km south of Shiraz and contains 5 individual sites. These comprise the Sassanid archaeological remains of the Tang-i Ab valley, a valley of strategic importance, and include the sites of Qaleh Dokhtar, the Ardashir Investiture Relief, the Victory Relief of Ardashir I, Ardashir Khurreh (the Middle-Persian name of Firuzabad) and Ardashir Palace.

Qaleh Dokhtar, at the northern entrance of the valley, was selected as a stronghold by Ardashir Papakan (who reigned 224-243 CE) when preparing his revolt against the Parthian King. This site component presents the remains of a large, 71 hectares, fortress, which included a monumental palace, built by Ardashir before his victory over the Parthians in 224 CE. The inner fortress was developed as a palace-like residential unit, which was surrounded by open spaces, auxiliary structures and the

outer fortification walls. The fortress is arranged over three levels: a lower access level with an entrance hall, an intermediate terrace with vaulted halls, and the uppermost level, where the private rooms of the ruler's family were located.

Less than one kilometre south of Qaleh Dokhtar on the right bank of the valley lies the second serial component, the first of several stone bas reliefs put up by Ardashir during his reign. Its dimensions are 7 by 3.7 metres and it depicts Ardashir's investiture by Ohrmazd, the Zoroastrian creator God, who is standing behind and investing Ardashir by handing the ring of sovereignty to him over a fire altar. In the vicinity of the relief are the remains of a bridge, described as *"the best dated example of Sassanian masonry from the fifth century"* and highlighted in the additional information submitted on 26 February 2018 in response to the ICOMOS interim report as the key evidence of 5<sup>th</sup> century Sassanid architectural production in the property. However, this ruined bridge is not only in an extremely poor state of conservation, it is also not currently included in the property boundaries.

At the southern end of the Tang-i Ab valley, here forming a gorge, is the third site component, the rock carved bas relief of Ardashir's victory. It depicts a scene of Ardashir's victory battle against the last Parthian king and measures 18 metres long by 4 metres high. Leaving the gorge southwards onto the open plain, one finds the remains of Ardashir's capital city, Ardashir Khurreh. This circular city was constructed in a previously swampy area created through water transfer from Tang-i Ab River.

At Ardashir Khurreh are the archaeological remains of a city laid out in a perfect circle with a diameter of 1,950 m, divided into twenty equal sectors by means of a precise geometric system of twenty radials and several concentric streets. It was surrounded by a defensive wall, a 35 metres wide ditch and another outer wall. This site component covers the entire circular city and its defensive structures amounting to 314 hectares. The administrative, ceremonial and religious structures were located in the centre of the city, surrounded by civil and residential structures in the outer circle. The ruins of Takht-i Neshin, a cuboid free-stone building, stand at the very centre of the city. It is thought to have been Ardashir's fire temple.

The circular city expanded beyond its walls into the wider setting. The radials, consisting of traces of canals, paths, walls, and field boundaries, continue up to 10 km distance from the central tower. The serial component of Ardashir's Palace is located on one of these axes two kilometres north-west of the capital city. Built after Ardashir had fully established his supremacy, the palace does not include significant defensive structures. It rather replicates and improves the layout of the inner fortress of Qaleh Dokhtar. The palace measures 55 by 18 metres and is built of rubble stone masonry with mortar, in the most representative sections with internal plaster. It is characterized by several arched and domed halls used as reception and residential rooms. In the additional information submitted by the State Party on 26 February 2018, it is highlighted that some

arches were strengthened by pillars constructed into the arch during the middle Sassanian period. In ICOMOS' view these pillars are repair measures intended to strengthen the arch, perhaps after a risk of or actual collapse of the arch.

#### Bishapur

The remains of the key city created by Ardashir's successor Shapur I (reigned 243-273 CE), named Bishapur (the city of Shapur), are located about 100 km west of Shiraz, 23km north-west of the modern city of Kazerun. The ancient city was bounded by the Shapur River to the north and surrounded by a rampart and moat facing towards all other directions. The remains of the rectangular city with orthogonal streets and four gates cover an area of 155 hectares. The settlement was surrounded by two walls; one which encircled the royal quarter in the west of the city and a significant defensive rampart which encircled the entire settlement. All architectural structures were built using stone, lime and gypsum mortar. Much of this Sassanian city has been built upon during the Islamic era so that very few areas have been excavated which testify to the Sassanid era. The key complex discovered in this area was likely a fire temple with an impressive cupola spanning more than 20 metres, likely the largest existing in the Sassanian Empire at the time.

Two fortresses, Qaleh Dokhtar and Qaleh Pesar were added to the defence system, overlooking the city on the nearby Shapur mountain ranges. In the narrow gorge of Tang-e Chogan leading further eastwards, seven rock carved stone reliefs depicting different scenes and portraits are included in the nominated property. The gorge ultimately leads to Shapur's Cave, the second site component in the Bishapur group. This cave exhibits a 6.7 metres high statue of Shapur I carved out of a stalagmite formed in situ. It is sculpted in much detail illustrating the physiognomic features, garments and elaborate jewellery of the ruler.

#### Sarvestan

The third archaeological group consists of only one component, the eighth and last site component of this nomination, Sarvestan monument. This monument was originally also considered to be early Sassanid. However, radio-carbon samples undertaken date it to the Late 7<sup>th</sup>, mid 8<sup>th</sup> and late 9<sup>th</sup> century respectively. This leads to the conclusion that it illustrates transitional architecture at the end of the Sassanian and, more predominantly, beginning of the Islamic era illustrating the continued use of Sassanid inspired designs in the Islamic era. The site is placed in a flat plain, 13km south of modern Sarvestan. It is locally called Qasr-e Sassan (Sassan's palace) or Chahar-taqi (the square with four arches or short barrel vaults). It was long understood to be a palace structure of a late Sassanian ruler; however, contemporary research suggests that it may have been a fire temple which was still in use in the early Islamic era. Its architecture is characterized by a central domed hall, two columned hallways, an internal courtyard and two ayvan.



### **History and development**

The Sassanian Empire commenced in 224 CE with Ardashir Papakan's victory over the Arsacid Royal House of the then declining Parthian State. The Sassanian state was initially governed from the newly constructed capital of Ardashir Khurreh. From there, Ardashir captured the city of Ctesiphon, annexed parts of Roman Armenia and northwest Arabia and installed himself as the king of kings. He also claimed the eastern Roman provinces and fought several battles on the Western front against the Romans, conquering for example Hatra.

Towards the end of his reign Ardashir made his oldest son Shapur co-regent and when Ardashir retired in 240 CE, Shapur became his successor and sole ruler. From his reign, archaeologists have identified several inscriptions, among them one multilingual one in Greek, Parthian and Middle Persian on the walls of the Kaaba-e Zardosht at the archaeological site of Naqsh-e Rostam, which gives us information on the exact extent of his territories. The remains at Naqsh-e Rostam, although located in the Fars region, are not included in the serial nomination. He took over most of Roman Armenia and plundered several cities in Syria and Cappadocia. He depicted his victories in a number of rock reliefs at Darabgird, Bishapur, and Naqsh-e Rostam.

Following Shapur's reign in the last quarter of the 3<sup>rd</sup> century, the Sassanian Empire lost its strength and most of the former Roman provinces fell back under Roman control. Almost four centuries of Sassanid rule, with its cultural and organisational innovations and expansions, followed, which are scarcely represented by the proposed property. Merely the very latest stage of the fall and transition of the Sassanian towards the Islamic Empire is said to be exhibited by the site component at Sarvestan. This monument might have been constructed during the reign of Yazdegerd III (634 to 652 A.D.) which lasted twenty years and saw the end of the Sassanian Empire with a successful attack by the Muslim Arabs expanding north-east. However, recent radio-carbon dating of the Site component suggest an even later construction date of significant architectural components of the structure, which would date it after the Sassanid era.

### **3 Justification for inscription, integrity and authenticity**

#### **Comparative analysis**

The comparative analysis is guided by two sequential methodological approaches. In the first step, the overall composition of the series is compared to two other so-called archaeological landscapes. They are both predominantly pre-Sassanid in context: Pasargadae, the first dynastic capital of the Achaemenid Empire, inscribed on the World Heritage List in 2004 under criteria (i), (ii), (iii) and (iv), and Persepolis, the second capital of the Achaemenid Empire, inscribed on the World Heritage List in 1979 under criteria (i), (iii) and (vi). These two World Heritage properties inscribed as single archaeological sites are compared with regards to their ability to reflect a

larger archaeological landscape beyond the boundaries of the ancient settlements.

Following on, individual prominent structures of the component sites are compared to structures of similar typology, such as Qaleh Dokhtar to other fortresses, or Ardashir Khurreh to other circular cities, predominantly non-Sassanid sites. Considered are the Aramaic city state of Sam'al near modern-day Zincirli in southern Turkey, which predates Ardashir Khurreh by a millennium but shares its circular plan, and Hatra, a fortified city under the influence of the Parthian Empire and capital of the first Arab Kingdom, inscribed on the World Heritage List in 1985 under criteria (ii), (iii), (iv) and (vi), which is compared for its similar centralized arrangement, although not in a perfect circular shape. These are followed by post-Sassanid cities, such as Darabgrid, located 300km south-east of Shiraz, a circular settlement of similar size to Ardashir Khurreh and likely inspired by it, as well as Baghdad, commissioned in 762 by the Muslim Caliph al-Mansour. Comparisons are also presented for the fortress of Qaleh Dokhtar, the city of Bishapur, and Sarvestan.

ICOMOS notes that the methodology selected for the comparative analysis is not assisting in identifying exceptionality of the serial property. The two so-called archaeological landscapes compared are not well known for landscape features and predate the nominated property considerably. They therefore do not well compare in terms of typology or timeframe. The remaining comparisons are focused on individual components rather than the whole nominated property. ICOMOS notes the lack of comparators from the Sassanid era, with the exception of two Sassanid fortresses compared to Qaleh Dokhtar. ICOMOS further notes that the rock carved reliefs were not compared at all.

In ICOMOS' view several other significant sites, both in Iran and outside, could provide relevant representations of the Sassanid Empire, none of which were included in the comparative analysis. These are, for example, the archaeological sites of Naqsh-e Rostam and Naqsh-e Rajab, Taq Kasra, a palace likely constructed by Shapur I, and Gundeshapur, often referred to as the intellectual centre of the Sassanid Empire. In particular, the first two, Naqsh-e Rostam and Naqsh-e Rajab might be considered to form an ensemble representing early key structures of the Sassanid Empire and they have been included in the Tentative List of the Islamic Republic of Iran as witnesses to the early Sassanid era, containing architectural remains and 10 bas reliefs.

ICOMOS considers that the comparative analysis does not justify the selection of components of this serial nomination and does not consider adequately the other important Sassanid sites in and beyond the Fars region. ICOMOS does not consider that the proposed serial property includes a relevant selection of sites to represent what could be considered the archaeological landscape of the Sassanid Empire.

However, based on additional research undertaken and the expertise of its network of specialists, ICOMOS recognizes that the serial components of Firuzabad and Bishapur include the most significant remaining testimony of the earliest moments, that is the commencement under Ardashir and establishment of power under Ardashir and his successor Shapur I, of the Sassanid Empire. As such, a nomination of these two archaeological contexts could be considered as bearing potential to demonstrate Outstanding Universal Value in relation to providing the most complete and dense archaeological and artistic evidence of the emerging Sassanid Empire. However, the current serial composition is not suitable to illustrate this potential Outstanding Universal Value.

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ICOMOS considers that the comparative analysis does not justify consideration of this serial property in its current composition for the World Heritage List.

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#### **Justification of Outstanding Universal Value**

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

- The property which is presented as the Sassanid Archaeological Landscape of Fars Region is identified as the nucleus representing the most original innovations which materialized during the Sassanid civilization in the fields of: land use, special settlement pattern, urban planning, architecture and monumental iconography;
- This archaeological landscape contains a varied set of urban structures, castles, palaces, outstanding monumental buildings, inscriptions and other relevant relics forming and evolving under Sassanid rule over a span of 400 years;
- The serial components illustrate the starting point of Sassanid architecture and urban planning as well as its latest moments and transition towards Islamic rule in the Sassanid territories.

In its first request for additional information, ICOMOS asked the State Party to clarify its rationale for the serial composition of the property, which was not laid out in the nomination dossier. The State Party responded on 3 November 2017 that the selection proposed demonstrates how “*the Sassanid dynasty approached the establishment of towns in different environmental contexts*”, and constructed buildings with different functions over the centuries, “*stressing a diachronic perspective which from the early Sassanid period (Firuzabad) reaches into the late Sassanid and subsequent early Islamic period (Sarvestan)*”, as such showing the evolution of Sassanid architecture. These according to the State Party’s view had to lie in the Fars Region, described as the cradle of the Persian civilizations.

In its subsequent interim report, ICOMOS suggested to the State Party to refocus the rationale and justification of Outstanding Universal Value on selected components’

role as the cradle of the Sassanid Empire. To this end ICOMOS suggested to remove the Sarvestan Monument from the serial composition as it does neither provide evidence of the significant early Sassanid era nor could it be said an exceptional representation of Sassanid architecture more generally. In its response of 26 February 2018, the State Party highlighted that the 8 components did provide evidence of various historic moments of the Sassanid Empire, highlighting in particular the presence of the 5<sup>th</sup> century Mihr Narseh Bridge in Firuzabad, which is not currently included in the property boundaries, and later repair works at Ardashir’s Palace.

While ICOMOS acknowledges that some archaeological and architectural evidence points towards the habitation and use of the sites past the initial establishment of the Sassanid Empire, ICOMOS considers that the capacity of representing a property of potential Outstanding Universal Value derives from the earliest evidences of Sassanid reign, most specifically those features created under Ardashir and Shapur I in the 3<sup>rd</sup> century CE.

ICOMOS considers that this justification provided by the State Party that the serial components illustrate “*the continuity of the Outstanding Universal Value through the Sassanid period*” is not appropriate because the serial selection cannot convey a comprehensive representation of Sassanid architecture and town planning. ICOMOS considers that the focus on the Fars region is restrictive when aiming to represent an empire that stretched far beyond the boundaries of this central region in the contemporary Islamic Republic of Iran.

The Fars region, however, was the locale in which the Sassanid Empire established itself to its strength and power and as such several components of the series contain what can be considered the earliest great achievements of the Sassanid rulers. However, if the Sassanid era is to be considered in its entirety, significant other settlements and monuments were created outside the region would need to be considered and included in such a broader serial approach.

ICOMOS considers that it is conceptually impossible to represent an ancient empire, which lasted over four centuries and spread over a few thousand kilometres through three areas, which are rather constrained in the timeframe and regional context they present. Such approach would provide the false impression that Sassanid architecture and urban planning was entirely homogenous over these vast territories and time span, which in ICOMOS’ view is not the case. This is also illustrated in the variety of other Sassanid sites, which are currently included on the Iranian Tentative List.

The focus on the Fars Region further hinders the ability to illustrate the interaction and cross-fertilization of Sassanid architecture with remains of the Parthian Empire, Roman, Islamic and other influences. In the light of the above concerns, ICOMOS does not consider that the justification of Outstanding Universal Value in the nomination dossier

can be supported. In consequence, ICOMOS does not consider that the current serial approach is justified. This does not mean however, that individual sites are not of value in terms of the way they reflect particular aspects of the Sassanid Empire. On the contrary, ICOMOS considers that some components of the series have strong potential to demonstrate Outstanding Universal Value.

### **Integrity and authenticity**

#### **Integrity**

The State Party considers that given its concise legal protection and appreciation by the rural communities, the nominated property enjoys a high level of integrity. In terms of the serial composition, the State Party explains in the additional information provided at the request of ICOMOS on 3 November 2017, that the three archaeological areas show the complete evolution of Sassanid architecture, ranging from the very beginning (Firuzabad) to a more mature stage (Bishapur), until the very late and post-Sassanid period (Sarvestan). Despite ICOMOS' request to reconsider this all-encompassing approach, the argument is reiterated in the additional information submitted on 26 February 2018.

In ICOMOS' view, the composition of the series remains problematic. The property in its serial composition cannot be considered an exceptional or unique representation of the architectural and artistic production throughout the Sassanid Empire. On the contrary, the sites gathered merely present its very beginning and perhaps end but by no means an evolution over four centuries. ICOMOS also notes that the emphasis on the 5<sup>th</sup> century Mihr Narseh Bridge given in the additional information provided on 26 February 2018 raises further concerns in terms of integrity, since the remains of the bridge are not currently within the property boundaries.

While the notion of an archaeological landscape expressed in the interaction between the natural topography and the early Sassanid architectural and artistic production seems important to the nomination, the current boundaries of the serial components are too tightly drawn and do not include the landscape surrounding the architectural and archaeological features.

The nominated property does not suffer from negative effects of development, except for two component sites: Ardashir Palace has been affected by the expansion of a settlement to its east, which, however, seems now to be controlled by the protection zone set up; and Bishapur, which has been impacted by a road built half a century ago. In Ardashir Khurreh, agricultural activities are affecting the buried archaeological remains and thus the integrity of the site. In addition, several site components are affected by processes of serious decay and deterioration.

In relation to the agricultural practices, the State Party committed in the additional information provided on 26 February 2018 to undertake surveys in order to fully

determine the extent of archaeological remains as opposed to areas near the city, which have been used for agriculture since Sassanid times and should hence continue this function. In order to prevent extension of farmlands into areas with potential archaeological evidence, these would then be taken into possession by ICHHTO.

As a result of a lack of conservation strategies and activities in the past, some remains are very fragile and scarce when compared with what must have existed during their time of construction and use. This relates in particular to the site components of Qaleh Dokhtar, Ardashir Palace and Sarvestan, which are heavily deteriorated. Also Bishapur city remained without any consolidation after the archaeological mission left and rapid processes of deterioration can be observed. The former excavation trenches and slopes remain open and exposed to erosion with some vertical sections that have already started to collapse.

#### **Authenticity**

In terms of authenticity, the site components differ considerably. Qaleh Dokhtar, Ardashir Palace and Sarvestan, despite having been affected by past earthquakes and deteriorating heavily, can be considered authentic in form and design. However, the many and repetitive restorations done on the structures at these sites, namely where wall revetments have been applied, include today a large percentage of new materials, namely plaster and black cement, with new stones used for the facing of the walls. This situation, in ICOMOS' view, directly affects the authenticity of the monuments within the nominated property. The entrance of Ardashir Palace in Firuzabad has been completely reconstructed using concrete and stone facings.

The rock reliefs of Ardashir and those of Tang-e Chogan seem to retain a largely authentic condition. Despite the transformation of the land due to agricultural activities, Ardashir Khurreh still preserves its authentic form and design. Nevertheless, this is rather vulnerable as it could change very quickly with adjunctions of parcels of land as a result of inheritance or other division which would affect the shape of the plots and could eventually remove part of the original design of the city. In general, the settings of most of the components still preserve their authentic aspects as they were during the Sassanid period. The few exceptions include the new buildings related to agricultural activities at Ardashir Khurreh, the Qa'emieh–Kazerun road to the east of Bishapur city, and the police station below the Bishapur Qaleh Dokhtar.

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In conclusion, ICOMOS considers that the conditions of integrity and authenticity have not been met at this stage for the serial property, but that authenticity could be met for selected individual site components.

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### Criteria under which inscription is proposed

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

Criterion (i): *represent a masterpiece of human creative genius;*

This criterion is justified by the State Party on the grounds that “*the Sassanid archaeological landscape represents a masterpiece of human ingenuity due to its multiple innovations during the 3<sup>rd</sup> century of the first millennium AD*”. The most significant innovations include the invention of the chahar-taq architecture, a type of dome squinch, which makes doming on a square-shaped space possible.

ICOMOS confirms that chahar-taq is indeed an architectural element invented in early Sassanian times, which has been referenced and utilized during later eras and in other cultural regions. However, ICOMOS also considers that while the palace of Shapur I contains a significant number of chahar-taq, some of these have been affected by restoration measures which have limited their material authenticity. ICOMOS notes that a number of other early Sassanid sites contain other examples of chahar-taq, which have not been considered in the comparative analysis. ICOMOS considers that this criterion cannot be applied to the serial nomination suggested, as only two of the overall eight components can make a potentially relevant contribution to this criterion.

While the State Party argued that the contribution of the other monuments and urban structures to the magnificent surrounding landscape would also merit recognition under this criterion, ICOMOS considers that this would not be an adequate justification for the application of criterion (i).

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ICOMOS considers that this criterion has not been justified.

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion is justified by the State Party on the grounds that the Sassanid archaeological landscape was influenced by the Achaemenid and Parthian cultural and ritual traditions as well as their architectural and artistic approaches and cultural interchange with Roman art, contemporaneous with it, had a significant impact on urban planning, architecture and artistic approaches of the Islamic era.

ICOMOS considers that the sites selected illustrate little to no interaction with other earlier, such as Achaemenid and Parthian, cultural influences, the contemporary Roman, and later the Islamic era, except perhaps the latter for Sarvestan Monument, which is partly constructed in post Sassanid times. ICOMOS therefore

considers that the justification for criterion (ii) is not appropriate.

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ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that the Sassanid archaeological landscape provides evidence of cultural traditions in architectural and urban planning knowledge, and legitimization of power, ritual ceremonies and the hierarchy of power. Among these, the most important is the construction of religious chahar-taqs, which has had a direct correlation with the expansion and stabilization of Zoroastrianism under Sassanid rule.

ICOMOS considers that the justification provided in reference to the Sassanid architectural and urban planning being considered a cultural tradition is not appropriate. However, ICOMOS considers that it might be more appropriate to discuss whether the nominated property could feature as an exceptional testimony of the Sassanid Civilization, also considering its contribution to the development and stabilization of Zoroastrianism. ICOMOS notes that some serial components may have potential to represent important moments, achievements and developments which indeed characterize the architectural and urban development under the very early reign of the Sassanids. However, it cannot be said that all property components equally represent such potential, in particular in reflecting their capacity to present integrity and authenticity in terms of this criterion.

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ICOMOS considers that this criterion has not been justified for the proposed series.

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

This criterion is justified by the State Party on the grounds that “*the propagation of the dome on squinches above a square hall may be regarded as the most significant Sassanid landscape contribution to Middle-Eastern architecture*.” It is further explained that this development of Sassanid chahar-taq took place in the ruins of Takht-i Nishin in the city of Ardashir Khurreh.

ICOMOS considers that chahar-taq domes within the serial property can also be found in Qaleh Dokhtar of Firuzabad, in Ardashir Palace and, only partly preserved, in the monument at Sarvestan, yet with varying degrees of authenticity. However, it has not been demonstrated in what way these domes can be said outstanding as required for the application of this criterion. ICOMOS considers in addition that the serial property presented

cannot as a whole contribute to this criterion as domes are features only in some serial components.

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ICOMOS considers that this criterion has not been justified.

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Criterion (v): *be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;*

This criterion is justified by the State Party on the grounds that *“the Sassanid archaeological landscape represents a perfect example of an efficient system of land use and exploitation of natural topography as well as creation of a cultural landscape in the Sassanid civilization.”* This landscape is said to be supported by use of indigenous construction materials and *“based on optimal exploitation of earth topography”*.

ICOMOS considers that it has not been demonstrated in which way the serial property of eight components presents an exceptional landscape which illustrates specific aspects of land-use or traditional settlements as required by this criterion. The fact that defensive fortresses are placed on hills or cities fortified against rivers, etc., does not seem exceptional and is shared by numerous other historic sites.

While some site components of this proposed property could be seen as exceptional in their interaction between the natural topography and the early Sassanid architectural and artistic production, unfortunately at present the natural topography, which would be an essential attribute to such concept, is not encompassed in the property boundaries. For the above reasons, ICOMOS considers it not possible to apply this criterion for the current composition of the serial property.

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ICOMOS considers that this criterion has not been justified for the proposed series.

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ICOMOS considers that a serial approach could potentially be justified to represent specific architectural or urban typologies or exceptional testimonies of the early Sassanid Empire situated in a unique topographical landscape but ICOMOS considers that the current series as well as the selection of sites is not appropriate.

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In conclusion, ICOMOS does not consider that any of the criteria have been justified and does not consider that the series proposed meets the conditions of integrity and authenticity at this stage.

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## 4 Factors affecting the property

The nominated property faces very few threats of urban or infrastructure development, which are currently limited to Ardashir's Palace, located in the vicinity of a village which has expanded in recent years, and the Kazerun-Qa'emieh road which was constructed between the Qaleh Dokhtar and Bishapur city several decades ago. Tourism pressures are also extremely limited although, given the state of conservation of the sites, appropriate visitor behaviour is essential to prevent further dilapidation.

Wind as well as water erosion, as a result of both rainfall and surface water, is a serious risk for at least four property components; Qaleh Dokhtar, Ardashir Palace, Bishapur and Sarvestan. The site managers' acknowledge this significant risk and aim to reduce it by means of sacrificial layers, which are to be applied to the top of the walls and the floor surfaces. However, the surfaces which are at risk are very large and the sacrificial layers need to be applied in a way that respects the authenticity of the property. This sacrificial layer is made of Kah-gel, a clay and chaff mixture, prepared on site and spread on the exposed surfaces. While this indeed protects against rain-water erosion, it creates a new risk of retained humidity when applied to larger areas such as entire floors. Risks of surface water are observed only in Sarvestan, which lies in a depression in which water collects from the surroundings. The result is capillary humidity migration into the walls causing damage and detachment of stones, thus also affecting the structural stability of the monument.

Vegetation growth is a significant risk at several site components, such as Qaleh Dokhtar, Ardashir and Tang-e Chogan Reliefs at Firuzabad and the Qaleh Dokhtar of Bishapur, and is affecting the stability of these structures. Another risk observed is pigeon and bat droppings at the serial sites of Ardashir Palace, the Shapur Cave and Sarvestan. Here, pigeons are present in considerable numbers and use parts of the monuments as their nesting grounds. Moreover, in Shapur Cave bats occupy cavities where sunlight does not reach, and their droppings are everywhere in the cave including the statue of Shapur I. In Ardashir Khurreh, impacts of informal human occupation, in particular at night, have been noted.

Agricultural activities inside the site component of Ardashir Khurreh pose a significant risk. Deep ploughing is likely to affect archaeological remains but also the roots of planted trees and shrubs can have destructive effects on buried remains. Often the agricultural activities require vehicular or animal movements on the fields, creating pressure and vibrations on underground archaeological remains. In its additional information provided, the State Party envisages surveys to ensure the absence of underground archaeological structures in agricultural areas or otherwise protect these from agricultural practices.

The nominated property is located in a highly earthquake prone region and experienced significant damage from earthquakes in 1970 and 1994. In its request for additional information, ICOMOS inquired as to the preventive

measures—undertaken as well as risk preparedness and disaster management plans already in place. The State Party reported in the additional information submitted on 3 November 2017 that when looking at the issues with a Swiss-French proposal for preventive stabilization, they resorted to traditional local building techniques in stabilizing vertical structures which might be affected, to increase their resilience to seismic movements. ICOMOS further observed two concrete protective measures implemented at Qaleh Dokhtar, a terraced reinforcement for the outside vertical walls as well as a system of wires stabilizing the upper levels, in particular to support the dome. In Bishapur, a numbering system has been applied to the stones of the Anahita Temple, aimed at ensuring that stones are identifiable in case the monument collapses, which would enable a post-disaster reconstruction.

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ICOMOS considers that the main threats to the property are its decay and deterioration advanced by wind and water erosion, agricultural use and vegetation growth, as well as the high seismic risk in the area combined with a lack of adequate risk preparedness and disaster response planning.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

The boundaries of the eight serial components encompass a total area of 639 hectares. Several serial components in each of the three geographical areas are combined in a shared buffer zone, with an overall buffer zone of 12,715 hectares presented in the nomination dossier. In two of the three geographical areas, Firuzabad and Sarvestan, the buffer zone is further surrounded by a landscape zone, covering about 48,500 hectares. The boundaries and buffer zones are marked *in situ* by red and blue cylindrical post markers.

ICOMOS observes that the boundaries encompass all identified archaeological remains, with perhaps the exception of the 5<sup>th</sup> century Mihr Narseh bridge foundation near the bas relief of Ardashir's investment (component 2). However, in the additional information provided by the State Party on 3 November in response to ICOMOS' request, the State Party highlighted that the serial components were selected to illustrate the important relationship between the archaeological remains and the specific surrounding landscape, in both cases of Firuzabad and Bishapur being marked by the transition of a mountain range towards an open plain and in the vicinity of a narrow mountain range passage in the form of a gorge.

ICOMOS notes that the relationship between the archaeological elements and the landscape is indeed striking and at times is a prerequisite for the historic remains, for example the vertical gorge walls which allowed the production of rock-cut bas reliefs or the mountain ranges with narrow passages which gave strategic

importance to the location of cities. However, ICOMOS notes that these very landscape features are not presently located within the property and hence are not able to contribute to the attributes of the proposed Outstanding Universal Value. ICOMOS considers that the buffer zones are the delimited areas which indeed contain the landscape features of this nomination and which would allow the nominated property to feature as an archaeological landscape. ICOMOS concludes that accordingly the boundaries are not adequate to reflect an archaeological landscape as intended by the State Party.

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ICOMOS considers that the boundaries of the nominated property are too narrowly drawn to reflect the notion of an archaeological landscape and that the buffer zones are adequate to surround the current serial sites proposed but would also need to be enlarged if the larger setting was included in the property to reflect the archaeological landscape.

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### Ownership

Seven out of the eight site components are owned by the government of the Islamic Republic of Iran and administered by the Iranian Cultural Heritage, Handicrafts and Tourism Organization (ICHHTO). Only parts of the Ardashir Khurreh component are currently in private ownership, which creates pressures in terms of their agricultural use.

### Protection

Cultural heritage has an essential place in the constitution of the Islamic Republic of Iran as Article 83 of the Constitution Law (1920) recognizes its importance. Ownership transfer of public monuments and properties considered to be part of the national heritage is forbidden, unless approved by the Parliament. The individual site components were listed rather early on as monuments and archaeological sites at the national level, such as Qaleh Dokhtar, number 269 in 1315 A.H (1936 CE), Ardashir Palace, number 89 in 1310 A.H (1931 CE), Ardashir Khurreh, number 17 in 1310 A.H (1931 CE), Sassanid Atashkadeh (fire temple) of Ardashir Khurreh, number 289 in 1316 A.H, (1937 CE), the historic city of Bishapur, number 24 in 1310 A.H (1931 CE), and Sarvestan monument, number 23 in 1310 A.H (1931 CE).

With the context of these designations, the State Party developed specific regulations, not only for the property areas but also for the buffer zones and, where existing, landscape zones. These are relevant and effective with one single exception, the site component of Ardashir Khurreh. Here, the regulation specified for the property in its regulation 5 allows for the continuation of agriculture on private properties, merely forbidding its expansion. ICOMOS considers that these continuing agricultural activities have a strong potential to damage underground archaeological remains within these farmlands and need to be reconsidered. In its additional information provided on 26 February 2018, the State Party committed to surveys aimed at identifying underground archaeological remains in agricultural areas to prevent future negative impacts. Problematic in this site component is also a factory in the

buffer zone, located in immediate proximity to the property, which contradicts the buffer zone regulations. ICOMOS recommends that the State Party may wish to consider relocating this factory to a more appropriate location.

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In conclusion, ICOMOS considers that the legal protection regulations in place are largely adequate and should be consistently applied. ICOMOS considers, however, that within the property boundaries of Ardashir Khurreh agricultural practices should be permitted only in areas which by means of the envisaged surveys have proven free of underground archaeological remains.

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### **Conservation**

The site components are documented through photographic recordings, often conducted in the course of previous conservation works, and lately a 3D scanning initiative of several structures. Several studies have been undertaken into the material composition and construction techniques of individual components, which were published in the form of administrative reports. In addition, a MoU was signed with the Italian National Research Council and Bologna University to conduct further research initiatives.

The current state of conservation differs considerably between the different site components. The most concerning conditions can be observed at Qaleh Dokhtar, where most of the core structures are exposed due to the loss of surface stones. Previous restorations to ensure stability brought in concrete and black cement, and vegetation growth in the exposed parts of the walls and their cores, that are not repointed or protected, is jeopardizing their structural stability. Past works were not always carried out under adequate supervision. For example, at the level of the second floor open courtyard, a section between two buttress walls was recently removed by the restoration team in order to clear the space in the second floor. This rubble removal should in fact have been a properly documented excavation and undertaken by archaeologists. In addition, the clearing left a void between the two walls with a friable section, which could collapse at any time putting the third floor level and its dome structure in immediate danger.

In Ardashir Khurreh, ICOMOS observes several conservation issues for underground archaeological remains, such as on the roads used to access the site – which are historic access routes full of visible archaeological remains, but also used for agricultural activities as described above. In Ardashir's Palace one finds a synthesis of reconstructions (such as the entrance hall) and decayed wall structures in need of consolidation.

In Bishapur, several conservation issues emerged with the completion of archaeological excavations. Some excavated walls, in particular in the eastern section of the site, were left exposed to weathering and erosion. These are at present rather fragile with some sections at immediate risk of collapse. As described above, bird and bat droppings are impacting the historic surfaces at several sites, most significantly in Shapur's Cave where the statue of Shapur is heavily affected. Similar situations can be

observed at all rock-carved reliefs in the nominated property.

In Sarvestan significant damage arises from capillary humidity migration into the walls. In addition, structural problems lead to instabilities, such as masonry cracks which jeopardize the structural stability of the monument. In all components, CCTV cameras are fixed directly onto the historic structures in inappropriate ways.

The State Party has addressed the above identified conservation issues, including the repointing of remaining stones to the exposed cores of the walls, construction of terraced bases to stabilize walls, covering of wall and floor surfaces with sacrificial layers, and regular removal of vegetation growth. In addition, some of the exposed verticals in excavated sections have been stabilized by different sacrificial layers and one excavation section in Ardashir Khurreh has been covered by a temporary roof. In winter time, some architectural structures are covered with plastic sheets to avoid immediate rain penetration. Reconstructions are at times extensive, in particular at Ardashir's Palace, where walls and the vaulted entrance were reconstructed with partial use of historic materials found on site.

In ICOMOS' view, the overall state of conservation is rather critical. A programmed conservation approach which avoids reconstructions is needed to ensure the long-term preservation of the property. It is indicative that within the context of the management approaches described for the nominated property such a structured approach is envisaged. It is therefore important to adhere to this aim in close cooperation with qualified conservation specialists and integrate a conservation plan within the envisaged management plan.

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In conclusion, ICOMOS considers that the state of conservation of the property is critical, with some elements at immediate risk of collapse. The anticipated coordinated approach to conservation described needs to be laid out in a conservation plan and implemented immediately and consistently to ensure the long-term preservation of the property.

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### **Management**

Management structures and processes, including traditional management processes

The Iranian Cultural Heritage, Handicrafts and Tourism Organization (ICHHTO) is responsible for the conservation and management of the nominated property. The property is administered by a structure established for the purpose of its management, which is referred to as SALF Base (Sassanid Archaeological Landscape in the Fars Region Base). The Base reports to both the Deputy Director of Tourism and the Deputy Director for Cultural Heritage Conservation in ICHHTO but is coordinated primarily through the Cultural Heritage Conservation department. The Base is advised and guided by a Steering and a Technical Committee.

Whilst the Base manages the overall serial nominated property, two teams have been divided to the Firuzabad and Bishapur components with officers locally responsible for day-to-day supervision and monitoring. Each area team is composed of approximately 12 permanent staff. The teams are supported by security officers controlling access and visitor behaviour through a dense network of CCTV cameras installed on site.

Risk preparedness or disaster response plans are not available despite a high risk of seismic activity and, in some components, risks of fire. ICOMOS recommends preparing adequate risk preparedness and disaster response plans and to consider in this context detailed 3D scanning surveys of all components based on a rigorous geodetic network surveyed, prior to the scan which would generate adequate documentation providing clues as to the location and structure of components in case of a disaster.

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

Within the nomination dossier, the State Party presented its anticipated management plan by means of a preview of key objectives and approximate fields of action to be implemented in the short-, medium- and long-term. These are previewing to address a number of key issues but need to be detailed within an integrated management and conservation plan for the property. Following its completion, the management plan should be officially adopted at the national level.

For the presentation of the property's significance, displays have been designed at all components. Explanatory panels include brief information about the individual monuments and specific attributes as well as a location map and, at times, drawings or sketches illustrating constructional details or ground plans. However, ICOMOS noted that these panels seemed of a temporary nature and were not fixed on proper foundations. As a result, they could easily be moved or displaced. Information kiosks with rest places have recently been added at Bishapur and Qaleh Dokhtar but no other visitor infrastructure exists within the vicinity of the nominated property. Guidebooks and a small museum in Bishapur are other means of disseminating information.

Involvement of the local communities

It appears that there is not a strong involvement of the local communities in this nomination initiative. ICOMOS therefore recommends integrating local communities more closely in management initiatives, in particular in locations where community interests, such as agriculture, could pose risks to the preservation of the nominated property.

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In conclusion, ICOMOS considers that the management team has adequate personnel resources and is aware of the key challenges the property faces. However, ICOMOS considers that these challenges need to be addressed by a comprehensive conservation and management plan, which guides coordinated action in the property. This management plan should also include dedicated sections of risk preparedness and disaster response.

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## 6 Monitoring

Monitoring activities are divided into two levels, technical supervision of measures undertaken, and daily inspections regarding the state of conservation of monuments. For the first level, indicators are identified during the planning of conservation activities and selection of methodologies. The day-to-day state of conservation monitoring is based on a number of indicators presented in the nomination dossier, including, among others, erosion levels of materials, condition and size of cracks, moisture levels in floors and walls, and documentation of visitor numbers as well as training activities.

ICOMOS considers that whilst the State Party has identified critical indicators, which need to be observed in order to assess the state of conservation, the monitoring system does not seem to fully facilitate this. Whilst within the presentation of indicators relevant areas are identified, they are not currently integrated within a monitoring system, which outlines responsibilities and means of assessment and documentation. Previous monitoring exercises have not been undertaken and an arrangement that could be considered a monitoring system is yet to be established. ICOMOS therefore recommends including the establishment of a monitoring system into the objectives of the envisaged management plan.

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Whilst site authorities have identified several key indicators to be monitored, a monitoring system is yet to be set up based on assigned responsibilities and agreed upon means of assessment and documentation.

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## 7 Conclusions

The Sassanid Archaeological Landscape of Fars Region is presented in 8 selected archaeological site components located within three geographical contexts at Firuzabad, Bishapur and Sarvestan, all located in the south-eastern Fars Province of Iran. This series of fortification structures, palaces, reliefs and city plans dates back to the earliest and possibly latest moments of the Sassanian Empire, which stretched across thousands of kilometres from 224 to 658 CE. The property is presented by the State Party as the nucleus representing the most original innovations which materialized during the Sassanid civilization and as an archaeological landscape which contains outstanding monumental buildings, inscriptions and other relevant relics forming and evolving under Sassanid rule over a span of 400 years.



In ICOMOS' view this justification is problematic, as the serial site components testify only to architectural and artistic creations of the very beginning and the very end of the Sassanid Empire. To illustrate the 400 years span of Sassanid presence in the wider geographical region, other sites outside the Fars Province would be better suited and more representative. With view towards the end of the Sassanid Empire, ICOMOS further notes that Sarvestan Monument, said to represent this phase, has been dated into the 7<sup>th</sup>, 8<sup>th</sup> and 9<sup>th</sup> century respectively by radio-carbon dating and hence dates also into the subsequent Islamic era.

Nevertheless, ICOMOS acknowledges that a number of site components within this series have strong potential to demonstrate Outstanding Universal Value. ICOMOS recognizes that the serial components at Firuzabad and Bishapur include the most significant remaining testimony of the earliest moments, the commencement under Ardashir I and establishment of power under Ardashir I and his successor Shapur I, of the Sassanid Empire. As such, a refocused nomination including only these two archaeological contexts could be considered as having potential to demonstrate Outstanding Universal Value in relation to providing the most complete and dense archaeological and artistic evidence of the emerging Sassanid Empire. However, the current serial composition is not suitable to illustrate this potential Outstanding Universal Value. ICOMOS regrets that the State Party did not follow its suggestion to withdraw component 8, Sarvestan Monument, from the serial composition to allow for a thematic focus on the early Sassanid Era.

ICOMOS further notes that the property has been proposed as an archaeological landscape and acknowledges that the interaction between the natural topography and the early Sassanid architectural and artistic production is important to the understanding of its strategic location for the first Sassanid capital. The current boundaries of the serial components however are too tightly drawn and do not include the landscape surrounding the architectural and archaeological features. In ICOMOS' view the interaction of both natural topography and early Sassanid architectural and artistic response constitutes a potential attribute of Outstanding Universal Value, and it is hence essential that the natural topography becomes part of the property.

In result, for the serial selection and the boundaries currently presented, ICOMOS cannot confirm that any of the criteria has been demonstrated. ICOMOS considers that while authenticity could be met by individual sites, authenticity and integrity cannot be said demonstrated in the context of the present series.

However, a series reduced to 7 of 8 components (excluding Sarvestan Monument) presented with enlarged boundaries, combining the five serial components in the Firuzabad area within one shared boundary as well as combining the two serial components in Bishapur to become a second site component, could be considered as presenting an exceptional archaeological landscape.

Such landscape would have potential to demonstrate criteria (iii) and (v) as a testimony of the early establishment of the Sassanid Empire within the landscape, which enabled its strategic location and architectural and artistic creation.

ICOMOS is concerned about the poor condition of some component sites as well as risks of further dilapidation and even collapse at selected components. A programmed conservation approach which avoids extensive reconstructions is needed to ensure the long-term preservation of the property. Such a structured approach is envisaged within the overall management aims. It is therefore important to adhere to this aim in close cooperation with qualified conservation specialists and integrate a conservation plan within the envisaged management plan. Specific geophysical surveys are envisaged at the Ardashir Khurreh component to prevent the possible destruction of underground archaeological remains through agricultural practices.

The State Party presented its anticipated management plan by means of a preview of key objectives and approximate fields of action to be implemented in the short-, medium- and long-term. These preview to address key issues but need to be detailed within an integrated management and conservation plan for the property. This management plan should also pay special attention to risk preparedness and disaster response planning and establish a systematic approach to site monitoring. Following its completion, the management plan should be officially adopted at the national level.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS regrets that the State Party did not follow the suggestions made in the Interim report.

ICOMOS recommends that the examination of the nomination of the Sassanid Archaeological Landscape of Fars Region, Islamic Republic of Iran, to the World Heritage List be **deferred** in order to allow the State Party, with the advice of ICOMOS and the World Heritage Centre, if requested, to:

- a) Refocus the justification of Outstanding Universal Value on the exceptional testimony the property provides in relation to the commencement and early expansion of the Sassanid empire under Ardashir I and Shapur I (224 – 273 CE),
- b) Remove the serial site component of Sarvestan Monument from the serial nomination,
- c) Adjust the boundaries of the remaining components, aimed at combining the five serial components of Firuzabad and the two serial components of Bishapur into one site component boundary for each, encompassing the previously separated archaeological features and the topographic

landscape features between them, which constitute essential attributes of the potential Outstanding Universal Value,

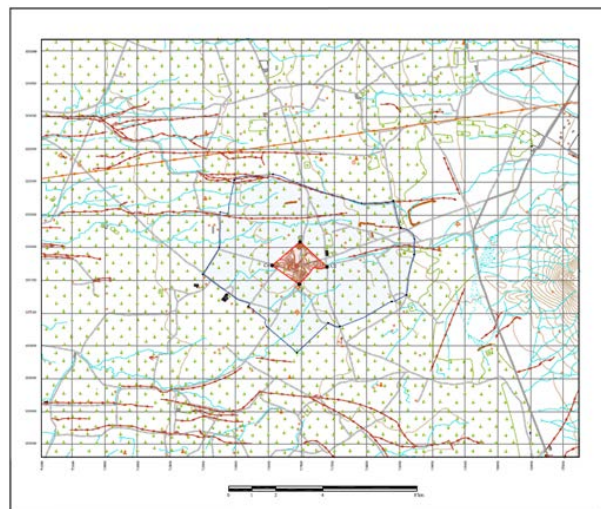
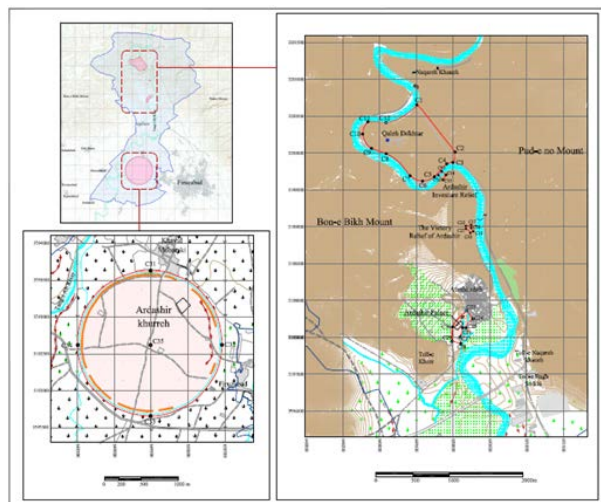
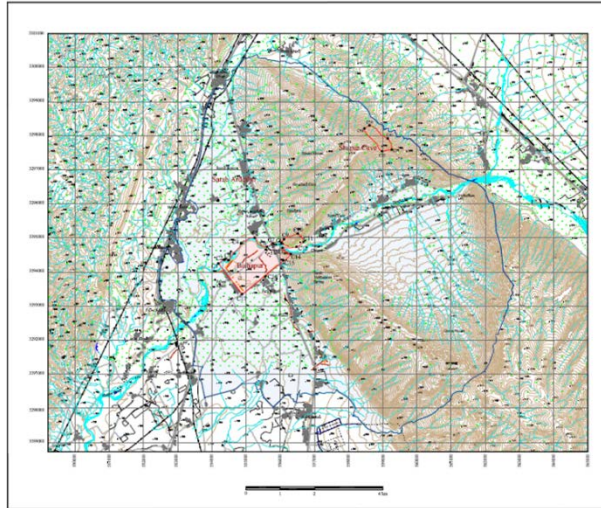
- d) Finalize an integrated conservation and management plan for the property, including strategies on risk preparedness and disaster response,
- e) As part of the overall conservation and management plan, prioritize immediate conservation activities at all serial components which are at risk of collapse or in a condition of serious deterioration;

Any revised nomination should be visited by a mission to the sites.

**Additional recommendations**

ICOMOS recommends that the State Party give consideration to the following:

- f) Prioritizing the geophysical surveys envisaged for the site component of Ardashir Khurreh to restrict the permissibility of agricultural practices to areas which are ascertained to be free of archaeological remains,
- g) Establishing a monitoring system based on assigned responsibilities and defined means of assessment and verification;



Maps showing the boundaries of the nominated properties



Ardashir Palace



Ardashir Palace, main *ayvan*

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# Hidden Christian Sites in the Nagasaki Region (Japan) No 1495

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## Official name as proposed by the State Party

Hidden Christian Sites in the Nagasaki Region

## Location

Nagasaki Prefecture  
Kumamoto Prefecture  
Japan

## Brief description

Located in the Nagasaki and Kumamoto prefectures in the north-western part of Kyushu Island of the Japanese Archipelago, the 12 components of this serial nomination encompass 10 villages, Hara Castle, and one cathedral dating from between the 17<sup>th</sup> and 19<sup>th</sup> centuries. Together they reflect the earliest activities of Christian missionaries and settlers in Japan, including the earliest phase of the encounter, a subsequent era of prohibition and persecution of the Christian faith and settlers, as well as the final phase of the revitalization of Christian communities after the official lifting of the prohibition. These sites bear testimony to the unique cultural tradition nurtured by Hidden Christians in the Nagasaki region who secretly practised their faith despite a ban on Christianity.

## Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial nomination of 12 components, which include 11 *sites* and 1 *monument*.

## 1 Basic data

### Included in the Tentative List

30 January 2007

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

1 February 2017

## Background

In January 2015, the nomination "Churches and Christian Sites in Nagasaki" was submitted to the World Heritage Centre by the State Party of Japan. On 9 February 2016, during the ICOMOS Evaluation Process, the State Party decided to withdraw the nomination. At the request of the State Party, ICOMOS provided it with assistance from

February to June 2016, through an Advisory mission, for the reconfiguration of the nomination.

On 1 February 2017, the State Party submitted a substantially re-scoped nomination that is the object of the present evaluation.

## Consultations

ICOMOS has consulted its International Scientific Committee on Shared Built Heritage and several independent experts.

## Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 3 to 14 September 2017.

## Additional information received by ICOMOS

On 30 August 2017, the State Party sent additional information to ICOMOS providing background information on the revised nomination. The additional information received is integrated into the relevant sections below.

An Interim report was sent to the State Party by ICOMOS on 22 December 2017. The State Party provided additional information referring to the boundaries and buffer zone of the property, protection, conservation and management of the property. The State Party responded on 28 February 2018 and the additional information provided is integrated into the relevant sections of this report.

## Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

Located in the Nagasaki and Kumamoto prefectures in the north-western part of Kyushu Island of the Japanese Archipelago, the serial nomination consists of 12 component sites, made up of ten villages, one castle, and one cathedral dating from between the 17<sup>th</sup> and 19<sup>th</sup> centuries. Together they reflect the earliest activities of Christian missionaries and settlers in Japan, including the earliest phase of the encounter, a subsequent era of prohibition and persecution of the Christian faith and settlers, as well as the final phase of the revitalization of Christian communities after the official lifting of the prohibition in 1873.

The 12 serial sites comprise an overall area of 5,569.34 ha and are surrounded by buffer zones with a total area of 12,152.43 ha. These 12 components are categorized into four stages, mainly demonstrating each historic stage of the distinctive cultural tradition of Hidden Christians and will be presented according to these four categories. Stage one: the event that triggered the ban on Christianity and the subsequent formation of the Hidden Christians' religious tradition, illustrated by one component (001). Stage two: the development of the Hidden Christians' religious tradition in different ways, illustrated by five components (002, 003, 004, 005 and 006). Stage three: the migration strategies

that the Hidden Christians used to maintain their religious communities, illustrated by four components (007, 008, 009 and 010). Stage four: the event that triggered the new phase and the transition, and the ultimate end of the religious tradition, illustrated by two components (011 and 012).

The Remains of Hara Castle (001), are located in the southern part of the Shimabara Peninsula, in the southeastern area of the Nagasaki Prefecture (Minamishimabara City). It comprises an area of 48.48 ha and was constructed between 1598 and 1604. The castle remains dominate a hill and cliff, which overlook the sea, and is included as the place where more than twenty thousand peasants of the Arima domain and Amakusa Island were besieged during the Shimabara-Amakusa Rebellion in the early period of the nationwide ban on Christianity. Archaeological excavations at the site have uncovered finds of human bones but also devotional items, including crucifixes and medals, which have been interpreted as indicating that the besieged had maintained their Christian faith even after the ban on the religion was enforced in 1614.

Kasuga Village and Sacred Places in Hirado (002 and 003), are located on the western coast of Hirado Island. In Kasuga Village, there are remains of Catholic graves on Maruoyama Hill dating back to the period of the initial introduction of Christianity to Japan in 1550, and houses in which devotional tools have been secretly kept since that period. In Kasuga Village and Sacred Places in Hirado, the local communities venerated natural sites as sacred places, such as Mt. Yasumandake (situated to the east of Kasuga Village) that had been regarded as sacred by the pre-existing religious communities (Buddhists and Shinto practitioners) long before the introduction of Christianity to Japan. Components 002 and 003 also include Nakaenoshima Island, where a group of Japanese Catholics were martyred during the early period of the ban.

Sakitsu Village in Amakusa (004), established in the 15<sup>th</sup> century, is a fishing village located in the western part of Amakusa Shimoshima Island. Here the Hidden Christians concealed their faith by substituting everyday items that were used in their livelihoods for Christian devotional tools during the ban on Christianity. This component contains the site of the house of Mizukata, in which Hidden Christians' devotional tools, such as statues of the Japanese traditional deities Daikokuten and Ebisu which were venerated as Deus, the God of the Christian faith, have been kept right up to the present day; the Sakitsu Suwa Shrine where Hidden Christians secretly offered the Oratio prayer; the site of the house of the village headmen from the Yoshida family, in which the Efumi ceremony took place; and the site of the Former Sakitsu Church built in 1888 after the Hidden Christians rejoined the Catholic Church following the lifting of the ban on Christianity.

Shitsu Village in Sotome (005), is located in the Sotome area on the western coast of the Nishisonogi Peninsula. It comprises several houses in which Hidden Christians' secret icons were kept, several Hidden Christian

graveyards, the magistrate's office that controlled the village during the ban on Christianity, the beach on which Catholic missionaries landed after the 'Discovery of Hidden Christians', and the church that was constructed after the lifting of the ban in 1882, with extensions and structural additions added in 1891 and 1909.

Ono Village in Sotome (006) is located on a steep hill facing the East China Sea, on the western coast of the Nishisonogi Peninsula. It comprises several shrines where Hidden Christians outwardly worshipped in order to hide their inner faith and where they secretly enshrined objects for worship; Hidden Christians' graveyards; and the church that was built after the lifting of the ban in 1893 for the use of 26 Catholic households who could not visit Shitsu. In Ono Village, the Hidden Christians outwardly behaved as Buddhists and Shinto followers and venerated Shinto shrines commonly seen in conventional Japanese villages at that time. However, they secretly enshrined their own deities in the shrines and shared these places of worship with Shinto practitioners.

Villages on Kuroshima Island (007). Kuroshima Island, with a circumference of almost 12 km, is located to the west of the north-western part of Kyushu Island. On this island, there remain the former pastures that were cultivated by the Hidden Christian migrants from Sotome; the Buddhist temple where the Hidden Christians secretly venerated a Buddhist statue as the Virgin Mary (*Maria Kannon*); the sites of the houses of Hidden Christian leaders as well as their communities' graveyards; the site of the magistrate's office where the Efumi ceremony took place; and the site of the church that was built after the lifting of the ban between 1880 and 1902.

Remains of Villages on Nozaki Island (008). Nozaki Island is a long narrow island, extending 6 km from north to south and 1.5 km east to west, located in the northern part of the Goto Islands territory. The island includes the Okinokojima Shrine with which the Hidden Christians were outwardly affiliated in order to hide their secret faith; the residence of the Shinto priests who managed the shrine; farmland with stone retaining walls; and the Nokubi Church and the site of the Setowaki Church which were constructed after the lifting of the ban. The Hidden Christians on Nozaki Island rejoined the Catholic Church after the lifting of the ban on Christianity and constructed the Setowaki Church in 1881 (in Funamori Village) and Nokubi Church in 1882 (Nokubi Village).

Villages on Kashiragashima Island (009). Kashiragashima Island is a small island located in the northern part of the Goto Islands. The component comprises the remains of a graveyard bearing testimony to the Hidden Christians' migration to an island which had been a smallpox quarantine station; the grave of the Buddhist who directed the migration and cultivation of the island; and the sites of the temporary church constructed there as well as the Kashiragashima Church, built after the end of the ban in 1887 and used until 1914.

Villages on Hisaka Island (010). Hisaka Island is horseshoe-shaped and located in the southern part of the Goto Islands. This island still retains rice paddies that were once cultivated by the Hidden Christians who migrated there under an agreement between the feudal lords; the site of the *Rokuroba* that bears witness to their co-operative relationship with Buddhist fishing communities; Hidden Christian graveyards; places where persecution occurred after the 'Discovery of the Hidden Christians' at Oura Cathedral in 1865; and the sites of churches that were built after the lifting of the ban: Hamawaki Church in 1881, Eiri Church in 1918, Zazare Church in 1921, and Akanita Church in 1926.

Egami Village on Naru Island (Egami Church and its Surroundings) (011). Naru Island is located in the central part of the Goto Islands and is characterised by its convoluted shoreline and steep ridges. Egami Village was established on a narrow strip of land in a valley facing the northwestern coast of the island. The Egami Church was built in 1918 on a reclaimed area of flat land on the southern side of this small valley, with funds collected from fishing for kibinago herring. The Egami Church is considered as the best example in terms of design and structure among the wooden church buildings constructed in the Nagasaki region from the 19<sup>th</sup> century onwards.

Oura Cathedral (012) is located on a hill facing the Port of Nagasaki in the south of the Nagasaki region. Its precincts contain the parish house, the church building that was initially built for the foreigners within the Nagasaki Foreign Settlement, a seminary, and a catechist school (both of which were established for missionary work after the lifting of the ban on Christianity). Oura Cathedral was built in 1864 by missionaries who had come back to Japan after the opening of the nation's ports to foreign trade in the middle of the 19<sup>th</sup> century. It was dedicated to the Twenty-Six Saints who had been martyred in Nagasaki in the 16<sup>th</sup> century. Oura Cathedral is the site where the 'Discovery of Hidden Christians' took place, bringing about the new phase marking the transformation and subsequent end of the distinctive religious tradition of the Hidden Christian communities.

### History and development

The 12 component sites were selected to reflect and represent four consecutive periods in the introduction of Christianity to Japan. The earliest of these starts in 1549, when the Jesuit priest Francis Xavier first reached Kagoshima in Japan and took up Catholic missionary activities. Several local feudal lords, aiming to gain profit from the exchanges and oversee trade, converted to Christianity and often genuinely embraced the new faith. These lords came to be called the Kirishitan Daimyo, which translates as the Christian feudal lords. Within their political domains, many citizens followed suit and embraced the new religion. When Japan was unified in 1587 by Toyotomi Hideyoshi after lengthy feudal wars, on the occasion of his triumphal return from battle he issued an edict expelling missionaries from Japan. As a secondary move, he prohibited Christianity altogether and seized Christian properties and territories.

In 1614, the Shogunate issued a nationwide ban on Christianity and Christian ritual practice. Severe inquisitions and persecutions were carried out, which forced the remaining Christian communities into hiding. In 1637 the hidden Christians of Arima and Amakusa started a rebellion triggered by over-taxation and famine. This had a profound effect on the Shogunate, which prohibited the arrival of Portuguese ships and broke off all relations with the Portuguese. Seventy-five missionaries were publicly executed and more than one thousand Christians lost their lives during intense persecutions between 1617 and 1644. Christian communities were forced to convert to Buddhism and the *Efumi* ceremony was developed, to reaffirm on an annual basis their rejection of Christianity. After the last missionary within Japan had been martyred in 1644, the remaining Japanese Catholics could only continue their faith by themselves in secret.

Only in the middle of the 19<sup>th</sup> century were missionary activities reintroduced in Japan, where the faith still remained forbidden to Japanese citizens. In 1854 Japan reopened its doors to Western countries at the request of the United States of America. Nagasaki was one of the ports opened for foreign trade and the first group of missionaries began to construct the Oura Cathedral in Nagasaki Bay. Just after its dedication ceremony in 1865, a group of Hidden Christians came to the cathedral and revealed their secret faith to the missionary of the cathedral. This event came to be known as the 'Discovery of Hidden Christians', following which Hidden Christian communities in the Nagasaki region entered a new phase.

The Western trading partners made continuous protests to the Meiji government regarding the situation of Christianity in Japan, which led to the final lifting of the ban in 1873. Consequently, Hidden Christians split into three groups: (1) those who reaccepted Catholicism under the guidance of the missionaries and re-joined the Catholic Church, (2) those who refused to submit to the authority of the missionaries and instead continued with their own practices nurtured during the lengthy period of the ban on Christianity (this group was known as the *Kakure Kirishitan*), and (3) those who decided to convert to Buddhism or Shinto, leaving the Christian faith altogether after a long debate over whether to re-join Catholicism or not.

## 3 Justification for inscription, integrity and authenticity

### Comparative analysis

The comparative analysis is presented in the nomination dossier quite extensively in five categories: A) comparison with World Heritage properties, especially those directly associated with religious suppression; B) comparison of histories of acceptance of Christianity in Asian countries; C) comparison with Hidden Christian sites throughout Japan (from the latter half of the 17<sup>th</sup> century to the first half of the 19<sup>th</sup> century); D) comparison with Hidden Christian villages in the Nagasaki region; E) comparison with Catholic churches built in villages in the Nagasaki

region during the phase that followed the lifting of the ban on Christianity.

The initial global analysis (category A) considers that all ten World Heritage properties used for comparison have a different historical background to that of Nagasaki. Two sites, 'Ouadi Qadisha (the Holy Valley) and the Forest of the Cedars of God (Horsh Arz el-Rab)' in Lebanon, inscribed under criteria (iii) and (iv), and 'Göreme National Park and the Rock Sites of Cappadocia' in Turkey, inscribed under criteria (i), (iii), (v) and (vii), are identified as having some similarities with the nominated property in that Christians there also kept their faith whilst in hiding from religious suppression. However, the State Party considers that the case of Nagasaki is essentially different in that Christians there did not physically hide from the outside world but were socially in hiding, meaning that they maintained their Christian faith whilst outwardly behaving as Buddhists and Shinto practitioners.

Regarding other Asian countries and their history of acceptance of Christianity (category B), the State Party considers that only in Japan was the Christian faith passed down secretly through many generations in the complete absence of missionaries and despite a two-century ban. Furthermore, Japan's ban was much longer and more severe than any such ban in other Asian countries. Concerning similar Christian sites within Japan (category C), the comparative analysis supports the idea that the Hidden Christian communities across Japan gradually became disorganised throughout the 18<sup>th</sup> century due to the ban, remaining intact only in the Nagasaki region.

With regards to all 214 Hidden Christian villages in the Nagasaki region (category D), the comparative analysis indicates that the 10 areas included in the nominated property are representative in terms of their contribution to the proposed Outstanding Universal Value and the state of protective measures being implemented. Finally, regarding the 73 Catholic churches in the Nagasaki region (category E), the State Party considers that the Egami Church is a representative example in terms of duration of the transitional phase of religious identity, authenticity, and protective measures in place.

ICOMOS is of the view that the comparative analysis at the global level is interesting and draws on a number of other suitably comparable serial nominations. Comparative studies at the global level (categories A and B) and within Japan (comparison with items in categories C, D, E) and the selection process of the components are logical and well conducted. The arguments establish clearly the difference between these and the Japanese case. The nominated property bears specific features that justify its consideration for the World Heritage List.

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ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List.

### **Justification of Outstanding Universal Value**

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

- The nominated property bears unique testimony to the history of people and their communities who secretly transmitted their faith in Christianity during the time of prohibition spanning more than two centuries in Japan, from the 17<sup>th</sup> to the 19<sup>th</sup> century.
- Hidden Christians gave rise to a distinctive religious tradition that was seemingly vernacular yet which maintained the essence of Christianity, and they survived continuing their faith over the ensuing two centuries.

ICOMOS considers that this justification is appropriate because the 12 sites do indeed reflect the earliest activities of Christian missionaries and settlers in Japan, including the earliest phase of encounter, a subsequent era of prohibition and persecution of the Christian faith and settlers, as well as the final phase of revitalization of Christian communities after the official lifting of the prohibition.

### **Integrity and authenticity**

#### **Integrity**

The property is proposed as representing completely, in 12 serial component parts, the history and the continuity of the tradition of the Hidden Christians. In ICOMOS' view, the selection of components provides good coverage of the four stages of the Hidden Christian period and the range of sites needed to illustrate the initial ban on Christianity, different types of Hidden Christian worship and development of different secret traditions, strategic migration, and the responses of the Hidden Christian Communities once the ban on Christianity was lifted in 1873.

ICOMOS considers that ten components of the nominated property retain a high degree of visual integrity, both of themselves and within their broader physical and visual settings. Two components: the Remains of Hara Castle (001) and Oura Cathedral (012) have been adversely affected by surrounding development. The impact on the latter was exacerbated by the construction of a new Catholic Church on adjacent land in the 1970s. However, ICOMOS notes that the Cathedral building sits within a plot that contains a grove of planted trees, which ameliorate the effects of the surrounding built-up area in close views and most distant views. Overall, while the built-up areas around Oura Cathedral do adversely affect its setting, the primary attribute of this component, which is the association with the revelation of Hidden Christianity in 1865, is not jeopardised. The majority of the Hara Castle site remains intact and in stable condition. However, ICOMOS' technical evaluation mission noted that there were some inappropriate and intrusive elements at the southwestern end of the proposed component boundary, including industrial buildings and a large junior high school which



jeopardised the 'intactness' of the component. In the additional information sent to ICOMOS on 28 February 2018, the State Party agreed with ICOMOS recommendation and redefined the boundaries of the small area in the southwestern corner of the remains of Hara Castle by removing it from the core nominated area but maintaining it within the buffer zone.

In terms of the integrity of individual site components, ICOMOS notes that houses within the component villages show considerable variations. In some places, such as Sakitsu Village and on Kuroshima Island, original houses remain, but have been substantially changed over time. There are programs in place to provide support for private owners to repair and re-clad original houses to provide greater visual harmony with the surrounding village context. It is likely that relatively little original building fabric remains from the Hidden Christian period. At other places, such as Kasuga Village, and Nokubi and Funamori Villages on Nozaki Island, only foundations of houses that were occupied by significant community leaders during the Hidden Christian period remain.

An important attribute of the property is the retention of various collections of historic artefacts related to the Hidden Christian period, some within private houses and others within museums. The collections within museums (at Oura Cathedral, Sakitsu Village and Shitsu Village) appear to be in good condition. ICOMOS notes that artefacts in private ownership retain a high degree of historical context but are not kept in climate-controlled environments and are at risk, owing to the passing of time and uncertainty about what may happen when current custodians are no longer able to look after them.

ICOMOS is of the view that each of the components of the property has a distinctive visual character created by the interplay between the physical and visual setting, coastal scenery, forests, villages, agricultural lands and church buildings. In the case of the villages, the continuing presence of actively-worshipping Christians, the continuing use of the agricultural lands and ongoing worship at shrines and within church buildings are all important functions that contribute to the Hidden Christian narrative. The connection between the contemporary communities and the places associated with Hidden Christian traditions is an important attribute of the property.

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ICOMOS considers that the conditions of integrity of the whole series have been met and that the conditions of integrity of the individual sites that comprise the series have been fully met for all site components.

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#### Authenticity

Overall, in ICOMOS' view, the property retains a high degree of authenticity, across a range of tangible and intangible attributes. The major built elements within the property, including Oura Cathedral and the eight churches, retain a high degree of authenticity in their form and design – both internally and externally. There have been changes to facilitate continuing worship (such as the introduction of

pews), and to protect the fabric (such as fire detection systems), but these do not fundamentally affect the design integrity. The relatively few residences remaining from the Hidden Christian period have undergone substantial physical change and their value and contribution rests in their association rather than in integrity of form and design. The materials presented in the major buildings and landscape structures of each component, including churches, cemeteries, rice paddies, and archaeological ruins, retain a high degree of authenticity.

ICOMOS notes that the property has continued in traditional use and function over centuries as home, workplace and sacred place for the local community, including typical agricultural production, fishing, traditional events and religious worship. The churches and many shrines continue as places of worship. Important spiritual places, such as the site used for the Omizutori (holy water drawing) ceremony on Nakaenoshima Island, continue in use as places of worship; although some, (such as the Zazare Church on Hisaka Island) are now derelict or demolished. A number of burial grounds remain in use. The few remaining residences from the Hidden Christian period continue as residences and a few (at Sakitsu Village and Kasuga Village) continue to house venerated objects from the Hidden Christian period.

ICOMOS also notes, however, that over the last few generations there has been a diminution and discontinuation of some of the Hidden Christian rituals, especially those associated with the veneration of holy objects. Nevertheless, the components of the property retain a strong sense of spirit and feeling, evident in both the places themselves and through the attitude of the local people to whom they are important. Churches, shrines, some graveyards, agricultural lands and holy objects continue to be cared for by local people.

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ICOMOS considers that the conditions of integrity and authenticity of the whole series have been justified; and for individual sites, the conditions of integrity and authenticity have been met.

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#### Criteria under which inscription is proposed

The property is nominated on the basis of cultural criterion (iii).

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

This criterion is justified by the State Party on the grounds that the nominated property is a unique testimony to the history of people and their communities who secretly transmitted their faith in Christianity during the time of prohibition spanning more than two centuries in Japan. Located in very remote areas including small islands at the westernmost edge of Japan, the property represents how the Christian communities survived in the midst of the conventional society and its religions, gradually transforming, ultimately ending their religious traditions

and being assimilated into modern society after the prohibition was lifted.

ICOMOS considers that the property does indeed illustrate a distinctive religious tradition nurtured by the Hidden Christians in the Nagasaki region while they secretly continued their Christian faith during the ban on Christianity. While the Hidden Christian story is one located solely within Japan, its wider dimensions – the endurance under dire circumstances of a tradition, the resilience, fortitude and skills of those who adhered to it and managed to maintain it, displaying inventive ways of so doing that illustrate how humans can shield and mask meanings within the overt frameworks of existing cultures – speak to broader values and contexts.

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ICOMOS considers that this criterion has been justified for the whole series.

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ICOMOS considers that the serial approach and the selection of site components is justified.

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ICOMOS considers that the nominated property meets criterion (iii) and conditions of authenticity and integrity.

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#### **Description of the attributes**

The attributes are the village settlements, castle, houses, cemeteries and graveyards, agricultural lands and landscapes, churches and places of secret worship, cherished and venerated objects, coastal scenery, forests, topographical features of the settings (e.g. mountains), relationship between sites and visual setting, continuing use of agricultural lands, and ongoing worship at sacred places (e.g. shrines and within church buildings).

#### **4 Factors affecting the property**

Given the remoteness of most serial components, there are currently few serious development pressures. The environment of farming and fishing villages on remote islands has experienced little development impact in the past, so that integrity of the sites is merely limited in terms of industrial farming structures or inappropriate neighbouring constructions, of still acceptable volume. Nevertheless, there have been some significant urban development within the buffer zone and visual catchment of Oura Cathedral, which is located within a heavily built-up area of Nagasaki. ICOMOS considers that even in the case of increasing development pressures, adequate provisions are in place to allow for careful consideration of appropriateness and scale of each project within the historic settings.

The nomination dossier correctly identifies environmental pressures as including air pollution, acid rain, marine litter and feral animals. ICOMOS notes that the remote region in which the property is located has, however, experienced damage from natural disasters, which could potentially occur in the future. These include uncontrolled fires, floods,

typhoons (and consequent flooding) or earthquakes. Regional disaster prevention plans have been established but the extreme remoteness of some of the serial components will increase difficulties in providing immediate dedicated response action in case of natural disasters. The area of Minamishimabara City, where the Remains of Hara Castle (001) is located, could also be affected by landslides due to its construction on volcanic ash soil. This is a risk to the castle structures which are located on cliff and hill settings and accordingly require careful geological monitoring.

In the light of potential risks and threats from climate change and rising sea levels, ICOMOS requested in its Interim report dated 22 December 2017, additional information on the preparation of Seashore Management Plan. The State Party replied on 28 February 2018 explaining that Nagasaki and Kumamoto Prefectures have already instituted “Basic Plans for Coastal Preservation” (the latest version is established in 2015) to address the risks of climate change and rising sea levels. ICOMOS considers that the additional explanation provided by the State Party is satisfactory.

Visitor numbers at all sites – with the exception of Oura Cathedral – are very low at present but the provision of World Heritage status would likely increase interest and visitor numbers in these remote sites. Some of the sites in ICOMOS’s view are fragile and may not be able to accept large numbers of visitors. The same applies to the communities which are in the process of diminishing and to whom visitors could bring revenue but also considerable impacts on modes of daily life, privacy, religious practice and atmosphere. ICOMOS requested further clarification in its Interim report on the ‘carrying capacity’ and management of potential tourism at the components of the property having particular regard to the physical and social circumstances of each component and potential limitations imposed by factors such as parking areas, boat transport and availability of local guides. The State Party responded that in the medium- to long-term strategy, analysis of the carrying capacity of each component will be conducted, and visitor management plans will be reviewed with regard to the physical, cultural, and social circumstances of each component. For the short term, in anticipation of a rush of visitors just after inscription of the property on the World Heritage List, local authorities are currently working on training guides, establishing rest houses and visitor guidance facilities, expanding accommodation facilities, and introducing new sea routes. ICOMOS considers that the additional explanation from the State Party is satisfactory. ICOMOS also notes that the visitor increases need to be attentively steered and monitored by the responsible authorities as indicated in the Comprehensive Preservation and Management Plan for the property.

Of serious concern to ICOMOS is the gradual abandonment of the villages by their inhabitants in a process of economically-motivated migration towards urban centres. In particular, economic difficulty among older citizens has become a pressing concern, which affects the ability of the communities to act as custodians

of their heritage. In combination with the above-mentioned urban migration, the remoteness and small size of the communities poses a risk factor in terms of future responsible visitation to the property.

The decline of human resources available for ongoing conservation and management also poses a potential risk regarding the loss of memories. With the changing demographics of local residents and an increasingly older population, some of the rituals and memories which create these associations are no longer passing from generation to generation. While the information itself can be recorded through oral history and other mechanisms, there is a growing disconnection between the place and the stories of the descendants of the Hidden Christians. ICOMOS requested the State Party for additional information on the strategies to mitigate the potential loss of memory amongst the custodians of the nominated property. The State Party answered that there is already a considerable collection of folkloric, religious, and historical studies of the Hidden Christians' customs, practices, traditions, and other intangible features. Looking ahead to the future, efforts are being made to raise public awareness among local residents through school education and lifelong education.

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ICOMOS considers that the main threats to the property are natural disasters, in particular storms, floods, earthquakes and fires, as well as the risk of rural exodus, loss of collective memory and over-visitation.

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## **5 Protection, conservation and management**

### **Boundaries of the nominated property and buffer zone**

The nominated property has a total area of 17, 721.77 ha, which encompasses a property of 5,569.34 ha and a buffer zone of 12,152.43 ha.

At the Remains of Hara Castle (component 001), a small section of lower ground at the southwestern corner of the component included initially the industrial buildings and a large junior high school which jeopardised the 'intactness' of this component. These boundaries of this component have been well-resolved as indicated above. ICOMOS considers that all component boundaries are regarded as appropriate and reflective of the values of the nominated property.

The buffer zones for the components of the nominated property are defined by a combination of topographic features and defined to take in adjacent areas of seascape, which is part of the visual catchment of the core nominated areas. ICOMOS requested further clarification in its Interim report on practical justification for the delineation of buffer zones wherever these are marked in the sea. The State Party replied on 28 February 2018 explaining that the buffer zones have been set not only on land but also in the sea to control development activities such as construction, extension or reconstruction (fishing port facilities, etc.);

mining minerals or extracting soil and stones; and land reclamation by landfill or drainage. The above controls are instituted in accordance with the Landscape Act, the Natural Parks Act and other relevant legislation, and the buffer zones are delineated for the sufficient range and/or extent to ensure the harmony of the nominated property with the surrounding environment, taking into account the location and topography of each component.

In the case of Egami Village on Naru Island, ICOMOS' evaluation mission revealed that there was a small promontory to the west, which forms part of the visual setting of the proposed component and which is visible from the Egami Church. ICOMOS requested the State Party to consider amending the buffer zone of the Egami Village to incorporate a highly-visible promontory area as a substantial development in this location would have potential to impact on Egami Village adversely. In the additional information sent to ICOMOS dated 28 February 2018, the State Party agreed to revise the delineation of the buffer zone of component 011 and provided the map illustrating the revised buffer zone.

In ICOMOS' view, all buffer zones are regarded as appropriately encompassing those areas within which it is important to maintain development controls in order to protect the values of the nominated areas.

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

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### **Ownership**

The twelve components which comprise the nominated property have diverse and multiple ownership, including land owned by the National government, the Nagasaki and Kumamoto Prefectures, local government authorities, community groups and private owners. ICOMOS considers that there are no issues arising from this diverse ownership, which reflects the nature of the nominated property. The legal protection outlined below, in conjunction with financial assistance, plus community interest and initiatives, provide an appropriate framework. It is apparent, from the consultation processes undertaken during the mission, that free prior informed consent of affected property owners and associated people has been retained as part of the nomination process.

### **Protection**

The legal framework which provides statutory protection and management arrangements for the property is established by national and regional legislation, including particularly: The Law for the Protection of Cultural Properties, The National Parks Act, Nagasaki City Planning Act and Landscape Ordinances. The Comprehensive Preservation and Management Plan provides extensive detail of the statutory protection mechanisms which apply to core component areas and buffer zones, including details of the mechanisms under which decisions are made at a local, prefectural or national level.

Oura Cathedral is designated as a National Treasure and Historic Site, the Remains of Hara Castle are designated

as a Historic Site and all of the other components, apart from Ono Village, are designated as, or contained within, 'Important Cultural Landscapes'. Individual elements within the components, including the major churches, are designated as 'Important Cultural Property'. Parts of Kasuga Village and its buffer zone and part of Nozaki Island are afforded special zoning under the National Parks Act. Buffer zones for the Remains of Hara Castle and the island and village components are protected as Priority Landscape Planning Areas. Part of the Egami Village buffer zone is a fishing port. In the case of Oura Cathedral, the buffer zone is partly within an Important Preservation District for Groups of Traditional Buildings, totally within a scenic zone and protected by specific height controls. ICOMOS' technical evaluation mission noted that Ono Village (component 006) was yet to be designated as an 'Important Cultural Landscape' under the provisions of the Law for the Protection of Cultural Properties. ICOMOS requested further clarification in its Interim report on the timeframe for the designation of Ono Village as an 'Important Cultural Landscape'. The State Party responded that all procedures relating to the designation of this component as an Important Cultural Landscape under the Law for the Protection of Cultural Properties are completed on 13 February 2018.

ICOMOS considers the additional information to be satisfactory and notes that the suite of statutory provisions provides appropriate and comprehensive protection.

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ICOMOS considers that the legal protection in place is adequate.

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### **Conservation**

In ICOMOS' view, the links between the attributes, such as churches, residences, cemeteries, villages, agricultural lands, artefacts and other elements within the diverse components, with the narrative story of the Hidden Christians are very strong, despite the diversity in the physical condition of the elements within each component of the property.

Movable objects are an important attribute of the nominated property, as they were crucial elements in the continuation of the Hidden Christian tradition for centuries. These objects are well documented, and a number of them are curated, conserved and displayed in museums. However, others remain within private houses, for example at Sakitsu and Kasuga Villages. ICOMOS considers that it would be appropriate for these elements to undergo physical conservation assessment (and any required remedial action), and for consideration to be given to the long-term conservation and management, if and when is no longer possible for them to be retained and conserved in private ownership, and in their current locations. In this regard, ICOMOS requested further clarification in its Interim report. The State Party responded that, in order to prevent venerated artefacts becoming scattered and lost, the locations of such artefacts have already been ascertained and a basic list was produced thereof. One of these artefacts is subject to 'legislative, regulatory, and institutional protection' as a designated cultural property of

Nagasaki Prefecture, and is preserved in a museum of Nagasaki City. There are many other venerated artefacts without legal protection that are nonetheless held in museums.

ICOMOS notes that the property is well documented, through inventories, written descriptions, photographs and hardcopy records. Nevertheless, opportunities exist for additional documentation, such as photogrammetric or Lidar recording (particularly the fabric of abandoned villages, churches and cemeteries and collapsed structures), and oral history projects which record the beliefs and memories of current generations of local people. The Action Plan within the Comprehensive Preservation and Management Plan identifies a number of such projects.

ICOMOS requested the State Party for additional information on the possibilities and mechanisms for extending the financial assistance available to both individual property owners and community groups to cover other aspects of heritage value such as vegetation/landscape management and interpretation. The State Party answered that National, prefectural and municipal subsidies are available for the maintenance, management, restoration and other activities not only of archaeological remains, historical structures and other elements that directly express the Outstanding Universal Value of the nominated property but also other attributes of the components of the property that contribute to the Outstanding Universal Value. For example, financial assistance is available for activities undertaken by individuals and local communities in regard to the maintenance and management of vegetation, the repair and landscaping of ordinary residences and churches, and other forms of landscape maintenance and improvement.

ICOMOS considers that these strategic planning tools for conservation are commendable and that active conservation measures implemented in the past years seem largely adequate.

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ICOMOS considers that the conservation strategies are commendable and conservation activities undertaken are largely adequate. ICOMOS further recommends that the fabric of abandoned villages, churches and cemeteries within the property should be comprehensively achievable recorded, using photogrammetry, Lidar and/or other similar techniques.

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### **Management**

Management structures and processes, including traditional management processes

Management of the property is undertaken collaboratively, by the Nagasaki Prefecture, the Kumamoto Prefecture and the local government agencies responsible for the individual components, as well as local community groups and private owners. Day-to-day management rests with local government authorities, community groups and private owners. The detailed relationships and

arrangements of stakeholders are set out in detail in the Comprehensive Preservation and Management Plan. The framework for implementing this Plan, comprises a World Heritage Preservation and Utilisation Council which works in cooperation with the owners of the components and other stakeholders. The Council is operated for the appropriate protection, enhancement and utilisation of the nominated property. The Council receives guidance from, and consults with, experts comprising an academic committee (the Nagasaki World Heritage Academic Committee), as well as the Agency for Cultural Affairs, which is the principal agency in charge of protection of Japan's cultural properties.

The property benefits from a high degree of professional expertise spread across staff in local and prefectural governments, as well as access to a special Academic Committee, the World Heritage Council and Ministry for Cultural Affairs. Scientific Committees can be appointed at the local, prefectural or national level to provide access to expertise and expert advice. The Comprehensive Preservation and Management Plan provides for ongoing capacity building, training and sharing of knowledge and information.

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

The State Party, in conjunction with the Nagasaki and Kumamoto Prefecture Governments and local government authorities, have prepared a Comprehensive Preservation and Management Plan for the property, which has been in place since 2014. This Plan is extremely comprehensive and provides a values-based, logical framework for understanding and managing the Outstanding Universal Value of the property. The Comprehensive Preservation and Management Plan will operate in conjunction with an extensive suite of preservation management plans, as well as enhancement and utilisation plans, which are already in place for a number of the components of the property.

ICOMOS requested in its Interim report dated 22 December 2017, additional information on the preparation of Seashore Management Plan. The State Party answered on 28 February 2018 that in accordance with the Basic Policy for Coastal Preservation instituted by the national government based on the Coast Act, Nagasaki and Kumamoto Prefectures have formulated Basic Plans for Coastal Preservation for their respective coastlines. These plans have been updated in every ten years, protection standards have been determined based on the plans, and all necessary measures have been implemented taking into account of the result of survey on post-disaster and normal state of the seashore. The seashore in Shitsu Village in Sotome (Component 005), for example, is subject to measures including levees, revetments, and wave dissipation works to prevent damage by high tides and wave overtopping, designed based on tidal level + 1.90 m. ICOMOS considers the additional information to be satisfactory.

There are many opportunities provided for interpretation and presentation of the Hidden Christian story and the values of the components of the property. Visitors are welcome at each component. In a number of cases, including the Remains of Hara Castle, and several villages, formal tours are provided by local people. There are a number of walking tour brochures, both in villages such as Sakitsu and on some islands, including Kuroshima. Within the property itself, there are museum displays at Oura Cathedral, Sakitsu and Shitsu Villages, and Kashiragashima Island. In addition to the museum and visitor centre displays, there is some signage at the major churches, but relatively little other on-site interpretation is provided. The lack of overt interpretive devices adds to the visual character and authenticity of the property.

The components of the property have, at present, only modest visitation related to the Hidden Christian story. Whilst the number of visitors varies from component to component, tourism is low-key and only very seldom exceeds 100 people a day. Whilst it is likely that visitation will increase, should inscription on the World Heritage List occur, a number of factors already provide highly-effective limits on tourist numbers. These include car parking capacity in some of the villages, such as Kasuga, Sakitsu, Shitsu and Ono Villages, inaccessibility of elements within a number of components, such as abandoned villages and graveyards, and the island context which requires access by water. ICOMOS considers that it will be important that increased tourism is pro-actively managed through consideration of the 'carrying capacity' and management of potential tourism at each individual component of the property. In this regard, ICOMOS requested additional information on the State Party's tourism approach and strategy to allow visitors access to the site as well as an understanding of all elements and places within the components of the property that are part of the story of the Hidden Christians. The State Party responded that information on visitor access to the site is managed exclusively by "the Hidden Christian Sites in the Nagasaki Region Information Centre" and disseminated via the Centre's website and by other means. With regard to the story of the Hidden Christians, Nagasaki and Kumamoto Prefectures have instituted an "Interpretation Plan" and are gradually developing tools for information dissemination.

Involvement of the local communities

There has been a high degree of engagement with local communities as part of the nomination process. During the course of the ICOMOS evaluation mission, there were many meetings with local community representatives, including direct consultation with individuals, all of whom were well-aware of the nomination process and implications of the potential inscription on the World Heritage List. Without exception, local people were strongly supportive of the nomination and it is very clear that full prior informed consent of the affected local people, particularly those who have a direct association with the Hidden Christian narrative, has taken place.

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ICOMOS considers that the management system is overall effective and that the Comprehensive Preservation and Management Plan is already being implemented. In conclusion, ICOMOS considers that the management system for the overall serial property is adequate.

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## 6 Monitoring

The Comprehensive Preservation and Management Plan provides a well-structured and detailed program for monitoring the state of conservation of the property, including specific indicators, frequency and cross-referencing to the location of records. This program brings together individual monitoring programs which are already in place for the majority of components. The program also includes forward-looking monitoring, having regard to the likely increase in visitation should inscription on the World Heritage List occur. A schedule within the Comprehensive Preservation and Management Plan clearly identifies materials and documentation relating to monitoring of the property which has been previously prepared.

ICOMOS considers that the monitoring indicators, administrative arrangements, as well as frequency and responsibility, are adequately developed.

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ICOMOS considers that the monitoring indicators and arrangements presented are adequate.

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## 7 Conclusions

The property being nominated include 12 components serial nomination encompassing 10 villages, one castle, and one cathedral dating from between the 17<sup>th</sup> and 19<sup>th</sup> centuries. These sites bear testimony to an exceptional cultural tradition nurtured by Hidden Christians in the Nagasaki region who secretly practised their faith despite a ban on Christianity.

ICOMOS considers that the comparative analysis justifies consideration of this serial property "Hidden Christian Sites in the Nagasaki Region" for the World Heritage List; that the serial approach is justified and the selection of sites is appropriate. ICOMOS considers that the nominated property meets criterion (iii) and conditions of authenticity and integrity.

ICOMOS considers that the main threats to the property are natural disasters, in particular storms, floods, earthquakes and fires, as well as the risk of rural exodus, loss of collective memory and over-visitation. ICOMOS considers that the boundaries of the nominated property and of its buffer zone are adequate; legal protection in place is adequate, and the protective measures for the property are adequate. ICOMOS recommends, however, that Ono Village (component 006) should be designated as an 'Important Cultural Landscape' under the Law for the Protection of Cultural Properties. ICOMOS considers that

the conservation strategies are commendable and conservation activities undertaken are largely adequate. ICOMOS considers that the management system is overall effective and that the Comprehensive Preservation and Management Plan is already being implemented. ICOMOS considers that the monitoring indicators, administrative arrangements, as well as frequency and responsibility, are adequately developed.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the Hidden Christian Sites in the Nagasaki Region, Japan, be inscribed on the World Heritage List on the basis of **criterion (iii)**.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

Located in the Nagasaki and Kumamoto prefectures in the northwestern part of Kyushu Island of the Japanese Archipelago, the 'Hidden Christian Sites in the Nagasaki Region' is a serial property comprising 12 component sites, made up of ten villages, one castle, and one cathedral dating from between the 17<sup>th</sup> and 19<sup>th</sup> centuries. Together they reflect the earliest activities of Christian missionaries and settlers in Japan, including the earliest phase of the encounter, a subsequent era of prohibition and persecution of the Christian faith and settlers, as well as the final phase of the revitalization of Christian communities after the official lifting of the prohibition in 1873. Hidden Christians survived as communities that formed small villages sited along the seacoast or on remote islands to which Hidden Christians migrated during the ban on Christianity. Hidden Christians gave rise to a distinctive religious tradition that was seemingly vernacular yet which maintained the essence of Christianity, and they survived continuing their faith over the ensuing two centuries.

**Criterion (iii):** The Hidden Christian Sites in the Nagasaki Region bear unique testimony to a distinctive religious tradition nurtured by Hidden Christians who secretly transmitted their faith in Christianity during the time of prohibition spanning more than two centuries in Japan, from the 17<sup>th</sup> to the 19<sup>th</sup> century.

#### Integrity

The 12 components not only include all of the elements necessary to express the Outstanding Universal Value of the property but are also of an adequate size and in a good state of conservation. Thorough and complete protection measures have been taken for each of the components in accordance with all relevant national laws and regulations – including the Law for the Protection of Cultural Properties. Within the buffer zones of the nominated property, appropriate protection is provided not only by the Law for the Protection of Cultural Properties but also by the Landscape Act and other relevant laws and regulations. Therefore, the property does not suffer from any adverse

effects of development or neglect, and it has been effectively conserved together with its surrounding landscape.

#### Authenticity

Each component of the property maintains a high degree of authenticity based on the attributes selected according to its nature. The villages possess a high degree of authenticity based on their attributes of 'form and design', 'use and function', 'traditions, techniques and management systems', 'location and setting', and 'spirit and feeling'. The component, 'Remains of Hara Castle', has lost its authenticity related to 'use and function', as it is an archaeological site, but it retains a high degree of authenticity in regard to the other attributes. Oura Cathedral and the Egami Church in Egami Village on Naru Island possess a high degree of authenticity in terms of 'materials and substance' in addition to the other attributes as they are architectural works.

#### Requirements for Protection and Management

The property and its buffer zones are properly conserved under various laws and regulations including the Law for the Protection of Cultural Properties. Furthermore, Nagasaki Prefecture, Kumamoto Prefecture and relevant municipalities have formulated a robust Comprehensive Preservation and Management Plan from the perspective of safeguarding the Outstanding Universal Value of the property as a whole. The framework for implementing this plan comprises a World Heritage Preservation and Utilisation Council which works in cooperation with the owners of the components and other stakeholders. The Council is operated for the appropriate protection, enhancement and utilisation of the nominated property. The Council receives guidance from, and consults with, experts comprising an academic committee (the Nagasaki World Heritage Academic Committee), as well as the Agency for Cultural Affairs, which is the principal agency in charge of protection of Japan's cultural properties.

#### **Additional recommendations**

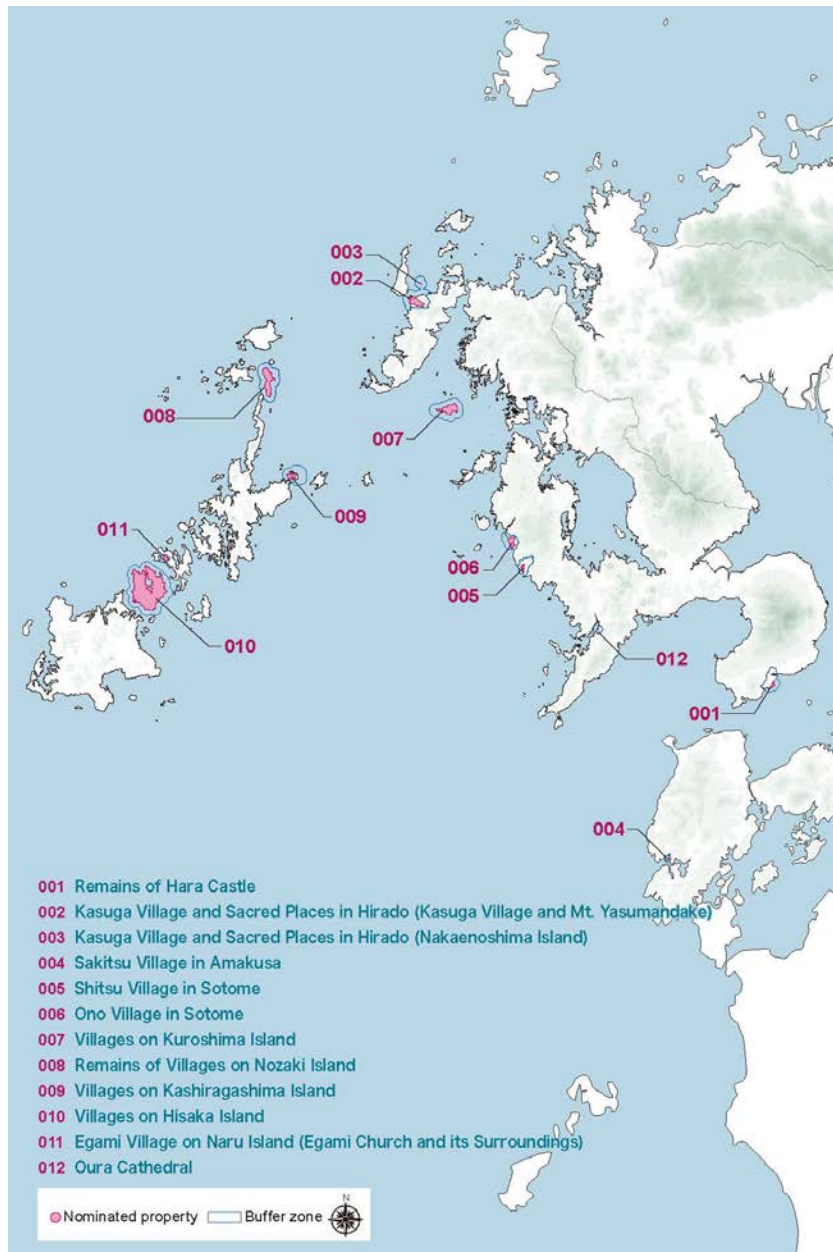
ICOMOS recommends that the State Party give consideration to the following:

- a) Recording and archiving the fabric of abandoned villages, churches and cemeteries (such as those on Hisaka and Nozaki Islands) within the property using photogrammetry, Lidar and/or other similar techniques,
- b) Developing a communication strategy to inform local community groups and individual owners about the financial assistance which is available for conservation projects from local, prefectural and national government,
- c) Undertaking a study on the 'carrying capacity' and management of potential tourism at the components of the property, having particular regard to the physical and social circumstances constraints of each component,

- d) Assessing new developments within the property in accordance with the ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (2011);







Map showing the location of the nominated properties



Hisaka Island



Kasuga village

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# Sansa, Buddhist Mountain Monasteries in Korea (Republic of Korea)

## No 1562

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### Official name as proposed by the State Party

Sansa, Buddhist Mountain Monasteries in Korea

### Location

Yangsan City, Gyeongsangnam-do Province  
Yeongju City, Gyeongsangbuk-do Province  
Andong City, Gyeongsangbuk-do Province  
Boeun County, Chungcheongbuk-do Province  
Gongju City, Chungcheongnam-do Province  
Suncheon City, Jeollanam-do Province  
Haenam County, Jeollanam-do Province  
Republic of Korea

### Brief description

Sansa are Buddhist mountain monasteries located throughout the southern provinces of the Korean Peninsula. Seven temples established in the 7<sup>th</sup> to 9<sup>th</sup> centuries have been selected to represent these ancient and continuing centres of spiritual practice. The temples have historical associations with different schools of Buddhist thought and contain many individually notable historic structures, objects and documents, shrines and halls. The spatial arrangements demonstrate common traits that are distinctive to Korea - the 'madang' (open yard), surrounded by four buildings (Buddha Hall, pavilion, lecture hall and dormitory), all set within their natural mountain topography. The mountain monasteries have survived to the present as living centres of faith and daily practice despite centuries of suppression during the Joseon Dynasty, and the impacts of Japanese invasion in the late 16<sup>th</sup> century.

### Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial nomination of seven *sites*.

## 1 Basic data

### Included in the Tentative List

12 December 2013

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

26 January 2017

### Background

This is a new nomination.

### Consultations

ICOMOS consulted several independent experts.

### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 10 to 17 September 2017.

### Additional information received by ICOMOS

A letter was sent to the State Party on 5 October 2017 requesting additional information on the selection of components, specificities of Korean Buddhism and local beliefs; development projects; concepts of restoration; consultation with local communities; Heritage Impact Assessment processes; and the coordination of management between provincial and national government agencies.

An Interim Report was provided to the State Party on 12 January 2018 summarising the issues identified by the ICOMOS World Heritage Panel. Further information was requested in the Interim Report, including: further clarification of the distinctiveness of Korean Buddhism; selection of the components of the serial property; the arguments based on 'head temples'; expansion of the comparative analysis; visitor pressure and carrying capacity; approvals processes for new works; and current status of the 5-year Conservation and Management Plan and the Tourism Development Master Plan.

Consultation meetings occurred between ICOMOS and representatives of the State Party to discuss these issues on 23 November 2017 and 20 February 2018.

Additional information was received from the State Party on 6 November 2017 and 26 February 2018 and has been incorporated into the relevant sections of this evaluation report.

### Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description of the Serial Nomination

The nominated serial property comprises seven Buddhist mountain monasteries which were established between the 7<sup>th</sup> to the 9<sup>th</sup> centuries in the Korean Peninsula. The selected components are associated with the Vinaya School, the Avatamsaka School, the Dharmalaksana School and the Seon School, covering the major schools of Mahayana Buddhism prevailing in the Korean Peninsula.

The seven sites total 55.43ha and each is surrounded by a buffer zone. The State Party considers that the nominated temples demonstrate typical aspects of the architectural layout of Korean Buddhist mountain monasteries, such as the arrangement of buildings within the natural topography,

and the spatial configuration of the 'madang' (open yard), surrounded by four buildings (Buddha Hall, pavilion, lecture hall and dormitory). The nominated temples are located in mountains, within relatively pristine natural settings.

The temples and their specific elements are described in detail by the State Party, including maps showing the layout and surrounding topography. Within the seven nominated components, there are 81 individually-designated heritage elements identified by the State Party.

#### *Tongdosa Temple (Temple of the Mastery of Truth)*

This well-known temple is the centre of Vinaya Buddhism, and comprises an area of 7.87 ha, with a buffer zone of 84.14 ha. The temple was founded in 646 by Vinaya Master Jajang who introduced the school to Korea. The spatial scale of the temple reached its current form in the 17<sup>th</sup> century. Unlike the other nominated components, Tongdosa Temple does not enshrine an image of the Buddha, because there are relics of the Buddha enshrined in the Diamond Precept Platform. The temple has facilities for all three forms of monastic teaching (meditation, doctrinal study and monastic discipline) – and includes a Seon training centre, monastic academy and Vinaya seminary. Each of the three main areas has its own 'madang' and main hall.

#### *Buseoksa Temple (Floating Rock Temple)*

Established in 676 by Great Master Uisang, patriarch of the Hwaem (Avatamsaka) school in Korea, Buseoksa is the historical and present day centre of worship of Amitabha. It comprises an area of 7.08 ha, with a buffer zone of 47.09 ha and features a series of terraces. It reached its current form in the 9<sup>th</sup> century. The 13<sup>th</sup> century Hall of Infinite Life is one of the oldest buildings in Korea and an important example of East Asian wooden architecture.

#### *Bongjeongsa Temple (Phoenix Dwelling Temple)*

Established in 677 by Neungin, a disciple of the Great Master Uisang, Bongjeongsa combines both Sakyamuni and Amitabha beliefs. It comprises an area of 5.30 ha, with a buffer zone of 75.05 ha. The temple reached its current form in the 17<sup>th</sup> century when the Assembly of the Infinite Sea and the Pavilion of Eternity were built. The temple features a Seon meditation hall and Avatamsaka Lecture Hall. Constructed on terraces, Bongjeongsa Temple has two main yards and two main halls that date to the 13<sup>th</sup> and 14<sup>th</sup> centuries. Vegetable gardens within the temple grounds are cultivated by the monks and lay believers.

#### *Beopjusa Temple (Dharma Abode Temple)*

Founded in the mid-8<sup>th</sup> century by Vinaya Master Jinpyo and his disciple Yeongsim, Beopjusa Temple comprises an area of 11.22 ha, with a buffer zone of 190.03 ha. Jinpyo established the Korean Beopsang school, characterised by repentance and belief in Maitreya. A large 20<sup>th</sup> century statue of Maitreya stands within the temple, along with some older associated stone features. Quickly restored after its destruction in the Japanese invasions of Korea, Beopjusa gained its current scale and composition in the 17<sup>th</sup> century, and demonstrates the close interactions between the Joseon Dynasty royal court and Buddhism.

#### *Magoksa Temple (Hemp Valley Temple)*

Founded in the late-9<sup>th</sup> century, Magoksa is a stronghold of Sakyamuni worship, and comprises an area of 3.91 ha, with a buffer zone of 62.66 ha. There are two main areas, separated by a stream. Repaired following damage in the Japanese invasions of Korea, Magoksa Temple gained its current spatial composition in the 18<sup>th</sup> century.

#### *Seonamsa Temple (Immortal's Rock Temple)*

Founded in the late-9<sup>th</sup> century, this temple of the Seon school comprises an area of 9.67 ha, with a buffer zone of 246.16 ha. The temple is for the worship of Sakyamuni, and contains four separate areas. Reconstructed several times following its destruction by the Japanese invasions of Korea and later fires, Seonamsa Temple gained its current spatial composition in the 19<sup>th</sup> century, and is a centre for monk education. Tea fields are located at the rear of the temple complex.

#### *Daeheungsa Temple (Great Rise Temple)*

Founded in the late-9<sup>th</sup> century, this temple of the Seon school for the worship of Sakyamuni comprises an area of 10.38 ha, with a buffer zone of 617.98 ha. It features the 18<sup>th</sup> century Pyochungsa Hall, built to honour the Great Master Seosan who contributed to the defence against the Japanese invasions of the 16<sup>th</sup> century. Confucian and Buddhist rites are held there. Daeheungsa Temple features several Seon meditation centres and House of Maitreya, and gained its current spatial composition in the 19<sup>th</sup> century.

For each of the nominated components, the State Party describes a rich array of annual festivals, rites and continuing spiritual practices at the temples, including some that incorporate local belief systems (such as shrines dedicated to the Mountain Spirit, longevity totems associated with Taoism and Shamanism, buildings and other elements that commemorate patriarchs, etc).

### **History and development**

The State Party has provided a detailed history of each of the nominated components, including timelines that show major periods of new constructions and restorations.

Buddhism began in India and quickly spread across the Asian continent. It was introduced to Korea via China in the late 4<sup>th</sup> century. Initially Buddhist temples were built in the city centres. In the 7<sup>th</sup> century, the Three Kingdoms of Korea were united by Silla, and the first mountain monasteries were established, founded by different schools of religious philosophy at Tongdosa, Buseoksa, Bongjeongsa and Beopjusa temples, and Buddhism became a religion of the masses. Seon Buddhism – which places emphasis on self-realisation through meditation – spread from China and through Korea in the 9<sup>th</sup> century, leading to the foundation of Magoksa, Seonamsa and Daeheungsa temples. Each of these monasteries has operated since their establishment to the present day.

The Goryeo Dynasty (918-1392) designated Buddhism as a state religion, and the centralised governing system was based on both Confucian and Buddhist thought (including

both Seon and Gyo schools). Despite their origins in the Silla period, much of the architecture of the nominated components represents developments in the later Goryeo and Joseon periods.

During the Joseon Dynasty (1392-1910) Confucianism was promoted as a ritual and symbolic means of asserting the legitimacy of the court. Although many members of the royal family, particularly women, were Buddhists, Buddhism was suppressed and the court ceased to patronise monasteries. The number of monasteries and their land assets were greatly reduced during the 15<sup>th</sup> and 16<sup>th</sup> centuries, and mountain monasteries became the lifeblood of Korean Buddhism.

Japanese invasions (1592-1598) severely damaged a number of the mountain monasteries. In some cases, monks were instrumental in repelling the Japanese, partially fueling a revival of Buddhism in Korea. The damaged and destroyed temple structures were rebuilt from the early 17<sup>th</sup> century.

The monastery education system became established in Korea from the 18<sup>th</sup> century. The spatial layout of the temples was altered (in part, to provide larger spaces for Buddhist rituals); and some of the designated heritage elements within the nominated components were built in this period. In the 19<sup>th</sup> century, the monasteries grew to even larger scales, and buildings evolved into more complex forms.

Legends and narrative traditions associate six of the seven nominated monasteries with eminent monks of the Silla period of Korean history. Tongdosa was founded in 646 by the Silla monk Jajang; and Buseoksa and Bongjeongsa were founded by the Silla monk Uisang from 676. Both Jajang and Uisang were proponents of the Avatamsaka school (known as Hwaom in Korean), and evidence of the importance of this Avatamsaka tradition is found at Buseoksa, Bongjeongsa, and Beopjusa temples.

Of the seven selected mountain monasteries, Tongdosa and Buseoksa are the most well-known and have the oldest structures. According to tradition, the Precepts Platform at Tongdosa temple contains a relic of the historical Buddha brought to Silla by Jajang as a gift from Tang China. Research by art historians, has shown that the current building was probably completed or at least significantly renovated during the Goryeo period. Buseoksa's Hall of Infinite Life, constructed in the 13<sup>th</sup> century is the oldest extant wooden building in Korea, and contains a molded clay image of the Buddha Amitaabha that probably dates from the late Silla period. Beopjusa contains a large multi-storey wooden pavilion which is the largest in Korea. Although more common in other parts of East Asia, there are few extant examples of this kind of architecture in Korea.

The monasteries selected for the World Heritage nomination all trace their histories back to the earliest era of Buddhism on the Korean Peninsula, and survived the suppression of Buddhism during the Joseon Dynasty as

well as the impacts of the Japanese Hideyoshi invasion of Korea at the end of the 16<sup>th</sup> century. The monastic buildings and the reclusive contemplative and scholarly vocations have remained substantially intact and in use to the present. They have therefore witnessed the historical evolution of the Buddhism in the Korean Peninsula.

### **3 Justification for inscription, integrity and authenticity**

#### **Comparative analysis**

The comparative analysis has been presented by the State Party on two different levels. The first is to compare Korean Buddhist mountain monasteries with other Buddhist properties on the World Heritage List and Tentative Lists; and the second aims to justify the selection of the seven nominated components from within all of Korea's extant Buddhist mountain monasteries. These are briefly considered in turn below.

Firstly, the State Party provided a table comparing the nominated property with 48 World Heritage properties that are associated with Buddhism, plus several Tentative List properties. Many of these are archaeological sites today, and no longer function as religious facilities. Others represent different schools of Buddhism than the Mahayana traditions of East Asia. As a result of these distinctions, the properties most directly comparable are found in mountainous areas of China, Japan and North Korea, and also Vietnam and Central Asia. These are compared with the "Sansa" in more detail by the State Party, identifying distinctions in their histories, spatial and locational arrangements, monastic traditions and the influences of other faiths.

ICOMOS notes that these east and southeast Asian Buddhist properties on the World Heritage List are located in areas of natural beauty, where monastic structures have been maintained for millennia and continue to support active Buddhist practices. Mountain monasteries are common in Buddhism throughout the world: as noted by the State Party, there are 785 in the Republic of Korea; and at Mount Wutai (China) alone there are 68 monasteries located on 5 mountain tops. Although the State Party has identified individual elements that relate to local spiritual practices at each of the nominated temples, ICOMOS notes that, in many respects, the Korean sites exhibit less admixture with other religious practices, such as Taoism in China or Shintoism in Japan.

Additional Information provided by the State Party further extended the comparative analysis to include consideration of sites in India, Myanmar and Pakistan. Some of these sites – such as components of the Ajanta Caves (India) are inscribed in the World Heritage List; and others, such as Bagan in Myanmar are included in Tentative Lists. The State Party has briefly explained the different historical contexts, and the use of stupas and other forms that characterise these additional comparisons.

ICOMOS acknowledges the enormity of the comparative context for sites of Buddhist spiritual practice (according to various distinct schools and traditions). ICOMOS considers that the comparative analysis has included the most relevant comparisons, showing the contrasts and continuities across the wider geo-cultural region.

For the second comparative analysis task, the State Party provided a table of 25 mountain monastery sites within Korea to demonstrate the basis for the selection of the seven nominated components. These 25 sites were drawn from a total of 952 Buddhist Temples in Korea, of which 82% (or 785) are located in mountain areas. Of the 785 mountain monasteries, only 63 possess state-designated cultural properties (outstanding paintings, sculptures, buildings and literary works); and of these, only 25 were founded between the 7<sup>th</sup> to 9<sup>th</sup> centuries and have sound sources of historical information about their establishment and continuity to the present.

The State Party asserts that the seven selected temples have maintained the 'archetypes of Sansa', while also responding to historical changes, and continuing to fulfil their religious functions. They differ from the others on the list of 25 temples because they operate Seon meditation centres and demonstrate integrity in relation to their spatial lay-out. The selected monasteries represent Mahayana Buddhism during its early development in Korea, including the Hwaeom, Beopsang, Gyeyul and Seon schools.

Questions about the selection of the components have been a focus of exchanges with the State Party and have been the key issue of concern for ICOMOS. The Additional Information provided by the State Party clarified the characteristics used for the selection of the components: mountain locations, designation as a traditional temple in national law, possession of state-designated cultural properties, establishment in 7<sup>th</sup> to 9<sup>th</sup> centuries, continuing Seon meditation centres, credible sources for history, intact lay-out of central temple areas, and site-specific issues of authenticity and integrity. In a number of cases, temples were excluded by the State Party on the basis of changes and losses of elements that occurred in the 20<sup>th</sup> century. ICOMOS considers that these characteristics are pertinent, but that they do not clearly address the proposed criteria for inclusion in the World Heritage List.

Additional information provided by the State Party has also clarified the justification of the inclusion of each of the seven components, based for the most part on their historical specificities. The State Party has also explained that the distribution of the seven components in different parts of the Republic of Korea demonstrates their distribution throughout the country. In discussions with the ICOMOS Panel, the State Party representatives suggested that the role of the seven components as 'head temples' was also a factor. ICOMOS did not consider this to be a convincing argument or consistently applied; and the State Party has subsequently confirmed that this is not a key factor in the selection.

ICOMOS also questioned the focus of the comparative analysis and other aspects of this nomination on the establishment of the 'madang' or central yard in the temple lay-outs, given that this feature is not only common, but virtually ubiquitous in Korean mountain monasteries.

In response to questions raised by ICOMOS, the State Party clarified the reasons for the exclusion of some other sites, which seemed potentially relevant to the proposed Outstanding Universal Value. For example, ICOMOS queried why the selection included one (Tongdosa), but not the other two (Haeinsa and Songgwangsa) of the well-known Korean 'Three-Jewel Monasteries'. The State Party explained that Haeinsa (which is already inscribed on the World Heritage List) was excluded because its primary significance is associated with the early Joseon period, and there are no reliable sources for its use in the Goryeo period; and while Songgwangsa originated in the 9<sup>th</sup> century, its primary significance as a temple developed later, in the 12<sup>th</sup> century. The State Party also explained that Ssanggyesa, Bongamsa and Sudeoksa were excluded on the basis of changes to their original topography and lay-out of the central area of the temple. The State Party also explained that the temple at Hwaeomsa was excluded on the basis of insufficient historical sources during the Goryeo and early Joseon periods.

Finally, questions arise about the inclusion of some of the selected temples. Bongjeongsa has a smaller scale than the other six components and cannot be considered to be a 'comprehensive monastery'. In terms of their historical significance, Bongjeongsa, Magoksa, and Seonamsa are weaker.

In summary, ICOMOS considers that the additional information provided by the State Party has clearly explained its selection processes, and has assisted in better understanding the rationale of the serial nomination. However, ICOMOS considers that the justification for the seven components has not been strongly established in all cases.

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ICOMOS considers that comparative analysis of other World Heritage properties in Asia supports the potential for Korean Buddhist mountain monasteries to be included in the World Heritage List. However, ICOMOS considers that the comparative analysis of Buddhist monasteries within Korea has not justified the inclusion of all seven of the selected components in relation to the proposed Outstanding Universal Value.

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#### **Justification of Outstanding Universal Value**

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

- Together the seven nominated components typologically epitomise the openness and spatial layout of Korean Buddhist mountain temples, and

their historical and continuing purposes as centres of belief, spiritual practice and daily life for monastic communities;

- The nominated Buddhist mountain monasteries illustrate various schools of Mahayana Buddhism, which was introduced to Korea from China from the 7<sup>th</sup> to 9<sup>th</sup> centuries;
- Due to their remote locations, Korean Buddhist mountain monasteries were able to survive the policies of the Joseon Dynasty (1392-1910) when the emphasis on Confucianism caused the closure of most urban temples, further enhancing the role of mountain monasteries within Korean Buddhism;
- The selected components demonstrate diverse local cultural influences, traditions and practices;
- The seven monasteries are found within three typological geographical contexts in their broader mountain settings: valley bottom, slope and streamside.

The serial approach is justified by the State Party in order to represent the most significant characteristics of the Buddhist mountain monasteries. These include variations in the spatial patterns, settings and distribution of functions, the diversity of the schools of Buddhism and the incorporation of local beliefs.

ICOMOS considers that the distinctive expression of Korean Buddhism could be articulated for the purposes of the World Heritage List, but that the initial reasons put forward by the State Party were not well defined. ICOMOS did not find the arguments about the distinctiveness of the spatial layout and 'madang' (rectangular yard) to be convincing because these are relatively common characteristics in Korea and elsewhere. Similarly, the arguments made concerning the geographical contexts are not a sufficient basis for the development of a typology; and while the documentation of the incorporation of local beliefs into the temples is of interest, ICOMOS does not consider that this is a basis for demonstrating Outstanding Universal Value.

Based on the dialogue with the State Party during the course of the evaluation and the additional information provided, ICOMOS concludes that the potential Outstanding Universal Value of the nominated serial property rests on the specific intangible and historical aspects of Korean Buddhism. These relate to the long time-depth, continuity and survival of the mountain monasteries, and the ways in which historical legacies are reflected in temple management, and continuing traditions such as daily routines, education of monks, Seon meditative practices and doctrinal study. The spatial arrangements and elements within the monasteries reflect these, and also the requirements for the self-reliance of the monastic communities.

## **Integrity and authenticity**

### **Integrity**

The integrity of the serial nomination is presented on two levels. The first argues that the inclusion of seven temples ensures the ability of the serial property to convey its Outstanding Universal Value; and the second discusses the integrity of the individual temples included in the nomination.

On the second measure, the material presented by the State Party in the nomination dossier is comprehensive and demonstrates that the requirements of integrity are met for each of the individual temple components. In each case the important elements are present within the nominated boundary: they exhibit a good state of conservation, are protected and relatively free from threats. Religious practices are continuing, and the temple structures are well-preserved.

The first measure – concerning the justification of the selection of the components – is more complex, as discussed above. The seven nominated sites are considered by the State Party to be the most outstanding examples. Accordingly, the State Party considers that the seven components contain all the elements necessary to express the Outstanding Universal Value of Korean Buddhist mountain monasteries, including well-preserved buildings for religious practice and daily living, worship halls and shrines, meditation areas, monastic academy spaces and dormitories for monks. The settings of the monasteries are also important, and few pressures threaten them. The selected components are intact, free of major losses and alterations during the modern period, and retain their original functions, despite obvious changes through history.

ICOMOS considers that the seven selected components include some of the best preserved and most influential of Korea's Buddhist monasteries, and their national significance is evident. They demonstrate the historical and contemporary importance of Buddhism in Korea, continuing spiritual practices, and illustrate both common and distinct facets across the many extant temples. However, ICOMOS considers that this aspect of the requirements of integrity is not yet demonstrated for the entirety of the proposed series due to the issues summarised above. Although the rationale for the selection has been clearly explained by the State Party, it is weakly associated with the proposed criteria and Outstanding Universal Value.

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The conditions of integrity of the individual components have been met; however, ICOMOS considers that the conditions of integrity of the series is justified only for some of the components.

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## Authenticity

The authenticity of the nominated property is based on the long and continuing uses of the components for Buddhist spiritual practices and rituals. The State Party asserts that authenticity is demonstrated through the dimensions of their use and function; location and setting; traditions, techniques and management skills; and intangible heritage. The architecture within the monasteries has been carefully maintained according to strict principles of repair and restoration, using traditional construction techniques, particularly for the major wooden architectural elements. Licensed experts and Cultural Heritage Repair Engineers and Technicians undertake this work under the supervision of the Cultural Heritage Administration.

The religious traditions and functions of the Buddhist temples maintain a high degree of authenticity. The major religious facilities include the Buddhist worship halls, the 'madang' (yards), the memorial halls of the founders, pagodas and some ancillary facilities. These demonstrate their original form, layout and design, despite historical changes to accommodate changes in Buddhist practices over time.

The reconstructions of the 17<sup>th</sup> century used traditional materials and techniques, and ICOMOS considers that these are consistent with the requirements of authenticity. As the nominated temples are all in use, the monks' daily living facilities and ancillary structures are subject to changes to meet different functions. Furthermore, the functions of some buildings have changed to support other modern-day operations of the temples, such as offices and shops.

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ICOMOS considers that the conditions of authenticity of the individual sites that comprise the series have been met.

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### Criteria under which inscription is proposed

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

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

This criterion is justified by the State Party on the grounds that the monasteries are sacred places and provide an exceptional testimony to their long and continuing traditions of Buddhist spiritual practice.

ICOMOS considers that Buddhism has a long history that has traversed a number of historical eras in the Korean Peninsula, and that the mountain monasteries offer a distinctively Korean instantiation of Buddhist monastic culture from the 7<sup>th</sup> century to the present day.

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ICOMOS considers that this criterion has been demonstrated for four of the seven nominated components (Tongdosa, Buseoksa, Beopjusa, Daeheungsa).

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

This criterion is justified by the State Party on the grounds that the group of monasteries demonstrate the spatial layout types of Korean Buddhist mountain monasteries, adapted to specific natural features. These typically contain a range of common buildings and spaces for rituals, spiritual practices and daily life, organised around 'madang' or open yard. The seven components are categorised by the State Party according to the characteristics of their locations.

ICOMOS notes the detailed descriptions of the spatial characteristics of the seven mountain monasteries. However, ICOMOS considers that the method for presenting the selection of the components does not set out a typological understanding of Korean Buddhist mountain monasteries, and the selection of the seven temples. ICOMOS considers that the emphasis by the State Party on the spatial feature of the 'madang' in Korean Sansa does not provide a sufficient typological basis for the application of this criterion; nor does the consideration of the differences in the topographic setting/location of each of the selected temples.

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ICOMOS considers that this criterion has not been demonstrated.

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ICOMOS considers that the serial approach is supported, but that the selection of the seven components has not been fully justified.

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ICOMOS considers that the nominated components meet the requirements of integrity and authenticity, and that criterion (iii) has been demonstrated for four of the seven nominated components (Tongdosa, Buseoksa, Beopjusa, Daeheungsa).

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### Description of the attributes

The attributes of the property are the four temples (Tongdosa, Buseoksa, Beopjusa, Daeheungsa) and their natural settings, including: historical temple structures, elements and spaces; topography and temple lay-out; living quarters, gardens that support the daily routines of the monks and laity; spaces and structures for Buddhist education and meditative practices; and the continuing spiritual practices and religious functions.

## 4 Factors affecting the property

Because of the remote locations of the nominated components, there are few pressures identified by the State Party. Very few people live in or near to the nominated temples, and most inhabitants of the nominated components are monks and caretakers. Similarly, within the buffer zones, inhabitants are predominantly monks.



The nominated components have rarely been affected by natural disasters. Forest fire is the major threat, and there are fire detection/suppression systems and training in place. Termites are also a potential threat to the timber structures, and systematic monitoring is undertaken. Pine wilt disease affects some forest areas and is actively managed. These arrangements are detailed in the site-based Conservation Management Plans.

The component sites are not subject to development pressure. ICOMOS notes that some historical elements within the nominated components have been converted to new uses, such as the Pavilion of Eternity (Tongdosa Temple), converted to a souvenir shop; the Avatamsaka Lecture Hall (Bongjeongsa Temple), converted to an office; and the House of Sword Seekers (Magoksa Temple), partly converted to an office.

There are various new facilities for public access and interpretation located outside the component boundaries. For example, the Temple Stay of the Beopjusa Temple has been built according to traditional building scale and form, and is located across the stream from the Temple, with no visual impact. The Tea Gardens in the buffer zone of the Seonamsa Temple are separated from the temples by the mountain ranges, and have no impact upon the temple landscape. The temple museums are generally located close to the nominated areas but are not within their visual catchments.

ICOMOS notes that some intrusive elements have been removed from some of the nominated components and their buffer zones in the past, such as illegal buildings and a large signal antenna.

The State Party recognises that, in order to support their continuing uses, new facilities and modernisation works are needed from time to time for the accommodation and other facilities used by the monastic community. Additional information provided by the State Party explained that there are plans to build new structures at Magoksa Temple (to replace temporary shower facilities used by the monks); Daeheungsa Temple (a new one-storey building to symbolise the temple's historical role in national defence); and Beopjusa Temple (following current archaeological excavations to reveal the original position of the Sarira Pavilion, a new building may be constructed). Such projects are strictly regulated by the provisions of the Cultural Heritage Protection Act. ICOMOS recognises that facilities for worship and the everyday routines of the monks are important to the continuing spiritual uses of the nominated components, but considers that more guidance should be provided about future changes.

There is a village located in the buffer zone for Buseoksa Temple, which is not visible from the temple. Building heights in the village are limited to one storey. The processes for establishing the Standards for Permissible Alteration within the Cultural Heritage Protection Act require consultation with local residents. According to the additional information provided by the State Party, the

current standards have been in place since December 2009.

The State Party suggests that there is minimal visitor pressure at the seven nominated components, but that this is expected to increase following World Heritage inscription. Visitor numbers are provided in the nomination dossier, and range between 73,035 per year for Bongjeongsa Temple and 621,259 per year for Tongdosa Temple.

Carrying capacity has been calculated for each nominated component based on assumptions of the amount of space per person, and forms the basis of the visitor management arrangements. Entry by visitors is restricted to the Seon training centres and residential areas of the monks in order to safeguard the qualities of spaces for meditation and private activities. While carrying capacity is currently well-managed, ICOMOS notes that there are peak periods for visitation, and that further measures to manage congestion could be needed in order to maintain an appropriate atmosphere within these sites.

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ICOMOS considers that the main threat to the property is forest fire. Tourism growth could create pressures in the future. ICOMOS considers that new building construction projects within the temple complexes could have a potential impact on the proposed Outstanding Universal Value of the nominated series.

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## **5 Protection, conservation and management**

### **Boundaries of the nominated property and buffer zone**

The boundaries of each of the nominated components are based on roads, valleys, streams and mountain slopes that adjoin the temple sites. Most nominated components include small sections of streams (other than Buseoksa Temple). In some cases, archaeological research has assisted in confirming the boundaries. While the mountains themselves are considered important for understanding the characteristics of the nominated sites, the settings are not included within the boundaries.

ICOMOS considers that the boundaries of the nominated components are appropriate. All significant elements are included within the boundaries, including the facilities needed for religious activities and to support the daily lives of the monks.

Each component is surrounded by a buffer zone based on the visual setting and following topographical characteristics such as mountain ridges. The buffer zones include the terrain and vegetation around the temples, providing necessary protection for the environment and landscapes associated with the nominated property.

The nominated components and their buffer zones are protected through the provisions of the Cultural Heritage Protection Act.

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ICOMOS considers that the boundaries of the nominated property components and their buffer zones are appropriate.

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### **Ownership**

The land within each nominated temple is owned by the temple community, and the relevant streams and roads are owned by the state. There are small elements in private ownership within the boundaries of Buseoksa Temple and Bongjeongsa Temple (amounting to 0.36 ha and 0.43 ha respectively), which are a small section of road and a forested land parcel. The State Party has indicated its intentions to purchase these land parcels in the medium- to long-term.

The land within the buffer zones reflects a similar pattern of land ownership, with most owned by the temples themselves. Some private ownership exists in the buffer zones for Tongdosa Temple (0.23 ha), Buseoksa Temple (16.05 ha), Bongjeongsa Temple (12.46 ha) and Magoksa Temple (3.29 ha). All of these are within Historic and Cultural Environment Protection Areas under the Cultural Heritage Protection Act, with strict controls on development activities.

### **Protection**

The nominated components are all designated as Historic Sites under the Cultural Heritage Protection Act; and under City/Provincial Government Cultural Heritage Protection Ordinances. Modern constructions to facilitate continuing use and developments around the temples are strictly controlled.

Each temple has a number of elements that are designated as State-designated heritage (National Treasure, Treasure, Historic Site or Scenic Site); or City/Province-designated heritage (Tangible Cultural Heritage, Folklore Heritage, Cultural Heritage Material or Monument). The nomination dossier outlines the designation status of elements within each component.

The Cultural Heritage Protection Act also provides for the designation of Cultural Heritage Zones and Historical and Cultural Environment Protection Zones. These are in place for each of the nominated components and their buffer zones. The Cultural Heritage Protection Act applies within areas of 500-metres of the outer boundary of each Cultural Heritage Zone. Heritage Impact Assessments are prepared within the provisions of the Cultural Heritage Protection Act, and are submitted to state and provincial cultural heritage committees during development decision-making processes.

All of the nominated components are also protected by the Korean Traditional Temples Preservation and Support Act which legally protects the temples (including elements not designated by the Cultural Heritage Protection Act). This provides for the transmission of cultural heritage and cultural events. A number of further legal provisions are applicable to aspects of the protection and management of the nominated components including: the Landscape Act, Natural Parks Act, and Environmental Impact

Assessment Act, as well as various local and provincial ordinances for conservation and management of World Heritage.

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ICOMOS considers that the legal protection in place is adequate.

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### **Conservation**

The nominated property components have been extensively documented and inventoried for the purposes of assessing their state of conservation and monitoring. The management offices of each temple keep the original records of the temple buildings, and reports on historical studies, surveys and repairs. These records provide a sound basis for academic research, repair, maintenance, protection, management and interpretation of the temples. Maintenance includes the regular repair and replacement of elements of wooden structures. In general, principles of minimal intervention, re-use of existing materials and restoration based on careful investigation and research are applied.

As part of Seon practice, monks carry out daily maintenance of the temples and ritual facilities under the supervision of the Chief Abbot of each temple; and the Laity Associations of the temples organise volunteers to carry out regular cleaning inside and around the temple. The State Party's cultural heritage research institutions have implemented routine maintenance and repair of the heritage elements identified in the temples in accordance with the principles outlined in the Cultural Heritage Protection Act.

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ICOMOS considers that the nominated components exhibit a good state of conservation.

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### **Management**

Management structures and processes, including traditional management processes

The components of the nominated property are managed through a series of government and community structures that operate at the national, provincial and local levels.

The 'Council for Inscription of Buddhist Mountain Monasteries in Korea on the World Heritage List' was established through a Memorandum of Understanding in 2014 to develop the World Heritage nomination. The Council has been responsible for formulating conservation management plans and coordinating the protection, management, presentation and research of the nominated components. The Council has identified the specific responsibilities for the key organisations involved, including: religious organisations and chief abbots; the World Heritage Division of the Cultural Heritage Administration; the Office of Religious Affairs of the Ministry of Culture, Sports and Tourism; and Cultural Heritage Divisions or the Cultural and Art Divisions of the provincial and municipal governments. A Steering Committee for the Council includes the heads of the 12 provincial/local governments, supported by a

Secretariat, an Executive Committee, Administrative Committee, Advisory Committee and an Experts Committee. There are 59 staff that work directly for the Council in addition to the monks, temple management staff, cultural heritage management staff and cultural tourism guides that work for the individual temples.

Should the nominated serial property be inscribed in the World Heritage List, the Council will become 'Sansa Conservation and Management', taking responsibility for the coordination and overall conservation strategy. A detailed structure of roles and responsibilities has been provided, along with a proposal for 40 staff for administration, conservation management, monitoring, research and promotion.

Traditional management is a strong factor for the nominated components. Each temple is under the responsibility of a chief abbot. The Cultural Affairs Department of the Administrative Headquarters of the Jogye Order of Korean Buddhism is responsible for the management of cultural heritage, and the development and implementation of related projects. The Office of each temple is responsible for the daily monitoring and management. While these offices are part of the temple, the salaries of the staff are provided by the Cultural Heritage Administration. The Laitiy Association of each temple participates in volunteer work to support Buddhist practices, maintaining the temple landscapes and cleaning the temples.

Funding for protection, maintenance and repairs to the temples and associated elements is derived from state allocations (70%), provincial government sources (15%) and from local government (15%). In the period between 2014-2016, a total budget of US\$22.07 million was provided for the conservation and management of the seven components of the nominated property, and the State Party has estimated that a budget of US\$32.5 million will be provided for the period 2018-2022 following the possible World Heritage inscription.

The national and provincial governments maintain emergency response operations for preparedness for natural threats and accidents, particularly forest fire. The temples are equipped with fire sensors, CCTV cameras and firefighting equipment.

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

According to the Cultural Heritage Protection Act, the Cultural Heritage Administration is required to formulate comprehensive 5-year plans for the conservation and management of the nominated property in consultation with provincial governments. These set policy directions at the highest level. The most recent is for 2017-2021. Provincial governments develop annual plans to implement heritage projects in accordance with the national planning framework. Currently, these include initiatives for repairs and maintenance of the specific

elements of the nominated components, disaster prevention facilities, and enhanced support for Buddhist cultural heritage. Together the national and provincial plans provide the basis for the allocation of financial resources.

Cultural Heritage Maintenance Plans are established by the Cultural Heritage Administration. For most World Heritage sites, these are drawn up for a period of 6 years. Currently two of the seven nominated components have Cultural Heritage Maintenance Plans in place – Buseoksa Temple and Seonamsa Temple. The State Party has advised that these will be prepared for the remaining five components following their possible inscription in the World Heritage List from 2018-2020.

Various national and provincial/city plans for land use are also of relevance to the management of the nominated components.

The State Party has developed the 'Conservation and Management Plan for Sansa, Buddhist Monasteries in Korea' which provides for coordination between the different organisations and levels of government and community decision-making. Financial resources, risk preparedness, tourism and promotion, research and monitoring are included.

The Management Plan is complemented by individual plans for each temple that have been prepared by the Council for the Inscription of Buddhist Mountain Monasteries in Korea on the World Heritage List. These comprehensively detail the management and conservation policies, including maintenance of wooden buildings and stone artefacts, landscape management issues, disaster prevention and tourism management.

Work on the nominated components must be carried out by people certified by the Cultural Heritage Administration as Cultural Heritage Repair Engineers or Cultural Heritage Repair Technicians. The Korea National University of Cultural Heritage provides the necessary training in a range of specialist fields; and the National Research Institute of Cultural Heritage supports surveys, documentation and conservation treatments. The Central Buddhist Museum and the Research Institute of Buddhist Cultural Heritage (both established in 2007 by the Jogye Order of Korean Buddhism) support research, conservation treatments and public programs for Buddhist cultural properties.

While ICOMOS notes that there are strict regulations about works within the selected temples, better guidance for new construction, repair and other changes to the 'non-cultural-heritage' elements is needed.

Other than the living quarters of the monks, the seven nominated temples are all open to the public as places for Buddhism and religious practice. According to Buddhist rituals, the Diamond Precept Platform of Tongdosa Temple is open to the public only at specific times of the year, but the adjoining Hall of the Great Hero has a

window on the back wall which allows the public to have a glimpse of it at other times. There are several famous scenic spots located within several of the nominated components, including Beopjusa Temple, Seonamsa Temple and Daeheungsa Temple.

Guiding is provided by a small number of permanently stationed guides at each temple, plus laity and volunteers. The Ministry of Culture, Sports and Tourism has a program for training cultural heritage guides which is implemented by local governments.

Visitor infrastructure is provided at each temple, include interpretation boards, ticket booths, information centres, and basic facilities for receiving guests, transport, on-site services, parking and so on. Lodging and dining facilities are usually located in nearby areas, away from the visual setting of the temples. Temple Stay programs are provided at the nominated temples, to enable visitors to directly participate in Buddhist activities and understand their meanings, including: meditation sessions, conversations with monks, monastic meals, various rituals for visitors and making paper lotus flower. Each of the nominated temples has a calendar of events for monks and visitors.

Each province has its own tourism development plan, framed by the 3<sup>rd</sup> Tourism Development Master Plan drawn up by the Ministry of Culture, Sports and Tourism (2017-2021). The Management Plan prepared by the Council for Inscription of Buddhist Mountain Monasteries in Korea on the World Heritage List includes tourism management plans for the nominated components, and plans for the promotion and uses of each temple.

#### Involvement of the local communities

As noted above, involvement of local communities and opportunities for public participation are prominent components of the traditional operations of the nominated temples. ICOMOS notes that local residents participate in daily cleaning of the sites and their settings; patrolling and monitoring the sites; maintaining friendly relations with local people and visitors; guiding in museums and at sites; and, in educational activities. Members of the Laity Associations described above include inhabitants of the nearby communities. ICOMOS considers that the involvement of local communities and other associated communities and individuals is exemplary.

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ICOMOS considers that the management system for the overall serial property is appropriate, well-coordinated and resourced, and implemented effectively.

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## 6 Monitoring

A monitoring system is set out in the nomination dossier covering indicators, frequency and location of records for all property components and their buffer zones. This includes inspection of wooden and stone elements, landscape attributes and firefighting and safety systems and

equipment. The collection of data is supported by data management systems, and administrative responsibilities. There are also regular updates of the number of inhabitants and visitors.

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ICOMOS considers that the monitoring system is appropriate for the nominated serial property.

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## 7 Conclusions

Sansa, Buddhist Mountain Monasteries in Korea are important and distinctive. The continuing spiritual traditions and historical depth of the Buddhist monasteries found throughout Korea are an important cultural heritage. The primary challenge for the State Party is to formulate a nomination strategy that can enable them to be appropriately represented in the World Heritage List.

The seven selected components are all Buddhist monastery/temple complexes of great age and continuity. They are well-conserved, well-protected and well-managed, maintain their key architectural elements, spatial arrangements, landscape settings and living spiritual practices. The State Party considers that the nominated temples demonstrate typical aspects of the architectural layout of the Korean Buddhist mountain monasteries, such as the arrangement of buildings within the natural topography, the spatial configuration of the 'madang' (open yard), surrounded by four buildings (Buddha Hall, pavilion, lecture hall and dormitory). These typical arrangements assist in expressing the specific intangible and historical aspects of Korean Buddhism: the long time-depth, continuity and survival of the mountain monasteries; the ways in which the historical legacies are reflected in temple management; continuing traditions such as the daily routines; systems of education of monks; self-reliance of the monastic communities; and the specific accommodations of both Seon meditative practices and doctrinal study.

ICOMOS considers that comparative analysis of other World Heritage properties in east Asia supports the potential for Korean Buddhist mountain monasteries to be included in the World Heritage List. ICOMOS considers that the authenticity of the individual sites that comprise the series has been demonstrated. However, ICOMOS does not consider that the selection of all of the proposed components is adequately justified. Indeed, Bongjeongsa has a smaller scale than the other six components and cannot be considered to be a 'comprehensive monastery'. In terms of their historical significance, Bongjeongsa, Magoksa, and Seonamsa are weaker. Therefore, while the integrity of the individual components has been demonstrated, ICOMOS considers that the integrity of the whole series can only be met for four of the seven nominated components.

ICOMOS notes that many Korean Buddhist mountain monasteries have retained their tangible/architectural and intangible monastic traditions through a long historical

span, and that they provide a testimony of these Buddhist cultural traditions. ICOMOS considers that criterion (iii) has been demonstrated for four of the seven nominated components; and due to the nature of the evidence and analysis provided by the State Party, criterion (iv) has not been demonstrated.

Accordingly, ICOMOS considers that the Outstanding Universal Value of the nominated serial property is demonstrated for four of the nominated components: Tongdosa, Buseoksa, Beopjusa, and Daeheungsa. ICOMOS considers that the remaining nominated sites (Bongjeongsa, Magoksa and Seonamsa) should be excluded from the series.

ICOMOS considers that the boundaries of the nominated components of the property and of their buffer zones are adequate. ICOMOS considers that the management system for the overall serial property is well-coordinated and resourced, and implemented effectively; and that the monitoring system is appropriate.

ICOMOS considers that the main threat to the property is forest fire; and that tourism growth could create pressures in the future. ICOMOS considers that all new building construction projects within the temple complexes could have a potential impact on the proposed Outstanding Universal Value of the nominated series and should be communicated to the World Heritage Centre in line with paragraph 172 of *Operational Guidelines for the Implementation of the World Heritage Convention*.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that four of the seven components forming the nominated series of Sansa, Buddhist Mountain Monasteries in Korea, Republic of Korea, namely Tongdosa, Buseoksa, Beopjusa, and Daeheungsa, be inscribed on the World Heritage List on the basis of **criteria (ii)**.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

Sansa are Buddhist mountain monasteries located throughout the Korean Peninsula. Four temples – Tongdosa, Buseoksa, Beopjusa and Daeheungsa – established in the 7<sup>th</sup> to 9<sup>th</sup> centuries represent these ancient and continuing centres of spiritual practice. The four temples have historical associations with different schools of Buddhist thought and contain many individually notable historic structures, objects and documents, shrines and halls. The specific intangible and historical aspects of Korean Buddhism are based on the time-depth and continuity of the mountain monasteries, and the traditions of temple management, education of monks, Seon meditative practices and doctrinal study. The spatial arrangements within the monasteries reflect these

characteristics, as well as the requirements for the self-reliance of monastic communities. They commonly include one or more ‘madang’ (open yard), flanked on four sides by structures (Buddha Hall, pavilion, lecture hall and dormitory), and natural mountain settings. The mountain monasteries have survived to the present as living centres of faith and daily practice despite centuries of suppression during the Joseon Dynasty, and the impacts of Japanese invasion in the late 16<sup>th</sup> century.

**Criterion (iii):** Buddhism has a long history that has traversed a number of historical eras in the Korean Peninsula. The four mountain monasteries – Tongdosa, Buseoksa, Beopjusa and Daeheungsa – offer a distinctively Korean instantiation of Buddhist monastic culture from the 7<sup>th</sup> century to the present day. These mountain monasteries are sacred places and provide an exceptional testimony to their long and continuing traditions of Buddhist spiritual practice.

#### Integrity

Together the four temples contain the elements necessary to express the Outstanding Universal Value of Korean Buddhist mountain monasteries, including their mountain settings, well-preserved buildings for religious practice and daily living, worship halls and shrines, meditation areas, monastic academy spaces and dormitories for monks. Few pressures threaten the components and they are intact, free of major losses and alterations during the modern period, and retain their original functions, despite changes through history.

#### Authenticity

The authenticity of the serial property is based on the long and continuing uses of the components for Buddhist spiritual practices and rituals, and is based on their location and setting; traditions, techniques and management skills; and intangible heritage. The architectural elements have been carefully maintained according to principles of repair and restoration, using traditional construction techniques, although the functions of some buildings have changed to support the operations of the temples. The religious traditions and functions of the Buddhist temples maintain a high degree of authenticity.

#### Management and protection requirements

The four temples are designated as Historic Sites under the Cultural Heritage Protection Act; and under City/Provincial Government Cultural Heritage Protection Ordinances. Modern constructions to facilitate continuing use and developments around the temples are strictly controlled. Each of the four temples is also protected by the Korean Traditional Temples Preservation and Support Act

Cultural Heritage Zones and Historical and Cultural Environment Protection Zones established by the Cultural Heritage Protection Act are in place for each of the components and their buffer zones. The Cultural Heritage Protection Act applies within areas of 500-metres of the

outer boundary of each Cultural Heritage Zone. Heritage Impact Assessments are prepared within the provisions of the Cultural Heritage Protection Act. Each temple has various designated elements (including artworks, relics and architecture) at the national or provincial level.

The 'Conservation and Management Plan for Sansa, Buddhist Monasteries in Korea' is in place, and the management system and conservation strategy will be overseen by 'Sansa Conservation and Management', with representation from religious and government authorities. Staff are provided for administration, conservation management, monitoring, research and promotion, as well as the monks, temple management staff, cultural heritage management staff and cultural tourism guides.

Each monastery is under the responsibility of a chief abbot. The Cultural Affairs Department of the Administrative Headquarters of the Jogye Order of Korean Buddhism is responsible for the management of cultural heritage, and the development and implementation of related projects. The Laity Association of each temple participates in volunteer work to support Buddhist practices, maintaining the temple landscapes and cleaning the temples. Visitor infrastructure is provided at each temple.

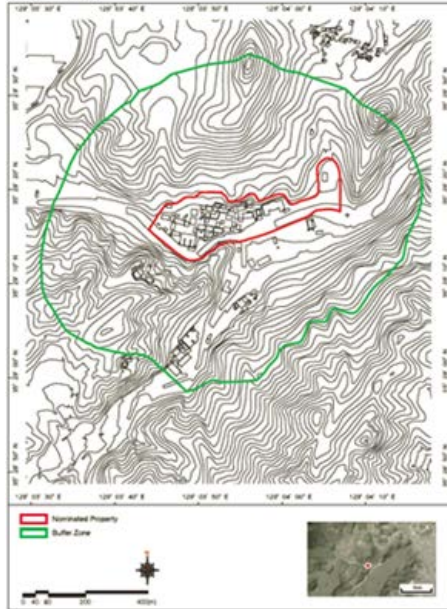
The Cultural Heritage Administration formulates comprehensive 5-year plans for the conservation and management of the temples in consultation with provincial governments. There is a Cultural Heritage Maintenance Plans in place for Buseoksa Temple, and plans for the remaining components will be established in 2018-2020.

#### **Additional recommendations**

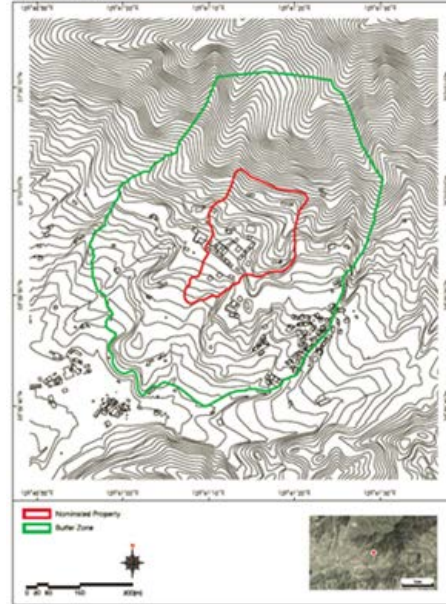
ICOMOS further recommends that the State Party give consideration to the following:

- a) Developing planning measures for the existing 'non-cultural heritage elements' within the temples, providing guidance about new construction, renovation and renewal, and specifying approval procedures,
- b) Establishing Cultural Heritage Maintenance Plans for Tongdosa, Beopjusa and Daeheungsa temples,
- c) Developing measures to mitigate future visitor pressures (particularly in peak periods) in order to maintain an appropriate atmosphere within the temples,
- d) Ensuring that all new construction projects within the temple complexes (including those mentioned in this evaluation report) that could impact on the Outstanding Universal Value of the series are communicated to the World Heritage Centre in line with paragraph 172 of *Operational Guidelines for the Implementation of the World Heritage Convention*;

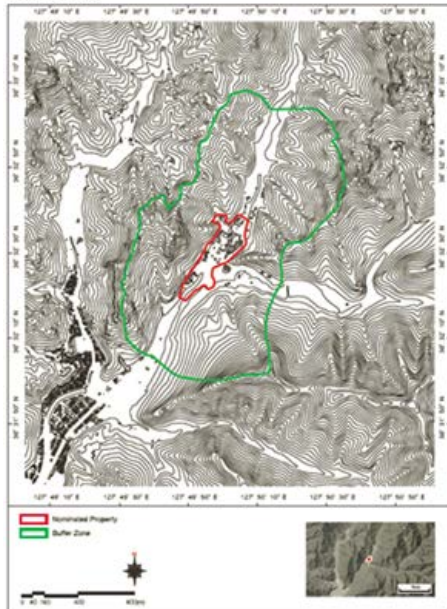
Tongdosa Temple



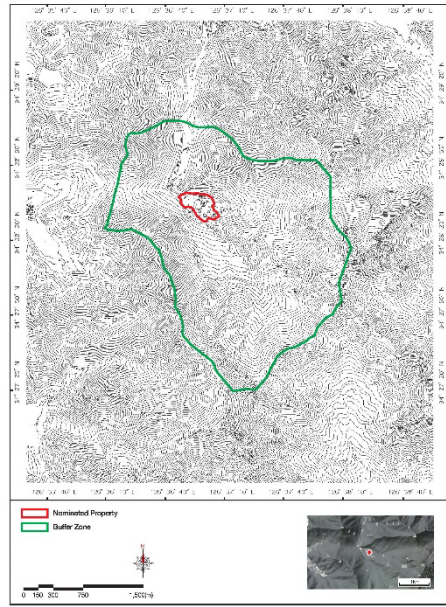
Buseoksa Temple



Beopjusa Temple



Daeheungsa Temple



Map showing the boundaries of the nominated properties



Beopjusa Temple



Buseoksa Temple



## **IV Cultural properties**

- A Arab States**  
New nominations
  
- B Asia – Pacific**  
New nominations
  
- C Europe – North America**  
New nominations



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# Funerary and memorial sites of the First World War (Belgium, France)

## No 1567

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### Official name as proposed by the State Party

Funerary and memorial sites of the First World War (Western Front)

### Location

Provinces of Liège, Luxembourg, Namur, Hainaut and West-Flanders

Belgium

Departments of Nord, Pas-de-Calais, Somme, Oise, Aisne, Seine-et-Marne, Marne, Ardennes, Meuse, Meurthe-et-Moselle, Moselle, Vosges, Haut-Rhin, Bas-Rhin

France

### Brief description

The Funerary and memorial sites of the First World War (Western Front) is a transnational serial property encompassing 139 sites located between the north of Belgium and the east of France, along the First World War Western Front where war was fought between the German and the Allied forces between 1914 and 1918.

The nominated components vary in scale from large necropolises, holding the remains of tens of thousands of soldiers of several nationalities, to tiny and simpler cemeteries, and single memorials. The component sites include different types of necropolises – military, battlefield burial grounds, hospital cemeteries and cemeteries where the remains were regrouped later – often combined with memorials.

### Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial nomination of *monuments* and *sites*.

## 1 Basic data

### Included in the Tentative List

France: 7 April 2014

Belgium: 14 April 2014

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

30 January 2017

### Background

This is a new nomination.

### Consultations

ICOMOS has consulted several independent experts.

### Technical Evaluation Mission

An ICOMOS Technical Evaluation mission visited the property from 28 September to 21 October 2017.

### Additional information received by ICOMOS

A first ICOMOS letter was sent on 28 July 2017 seeking additional information on justification of the selection of the series; information about missing individual records; the logic behind the delineation of boundaries of nominated components and buffer zones; protection status of components and of their buffer zones; and an update on the development of the management system.

A second ICOMOS letter was sent on 29 September 2017, seeking additional information on the explanation for the sites that have been excluded from the series; protection mechanisms for the component sites and their buffer zones; management of the components and of the overall series.

Finally, an ICOMOS Interim report was sent on 24 January 2018 summarising the issues and provisional findings of the ICOMOS World Heritage Panel during its November 2017 meeting.

The States Parties responded respectively on 13 September 2017, 6 November 2017 (with further integrations submitted on 17 November 2017) and finally on 28 February 2018. The additional information provided has been integrated into the relevant sections of this report.

### Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

Note: Due to limitations on the length of evaluation reports, not all sites in this property have been described in this report. In the nomination dossier and the additional information, each of the localities is described in text and images.

The nominated serial property Funerary and memorial sites of the First World War (Western Front) is formed by 139 sites located between the north of Belgium and the east and north-east of France. The sites are scattered throughout an area corresponding to what was the First World War Western Front, where war was fought between the German and the Allied forces between 1914 and 1918.

The nominated series is comprised of large necropolises preserving the remains of tens of thousands of soldiers of several nations, often enhanced by imposing or

evocative monuments and landscape arrangements; cemeteries dedicated to the fallen of a single nationality; graveyards for the nations of the Commonwealth; tiny and simpler cemeteries and ossuaries collecting the remains of the fallen, as well as memorials. The series also includes a few examples of cemeteries and monuments dedicated to civilian victims.

The nomination dossier presents the funerary models adopted by each State for the commemoration of their fallen and then provides a description of each component site.

The models from the Commonwealth, France, Germany, the United States, and Belgium are identified as distinctive, although cemeteries built by other States are included in the series and reflect their own approaches to memorialisation.

The Commonwealth graveyard model was conceived under the coordination of the Imperial War Graves Commission (IWGC), which engaged famous personalities, such as Rudyard Kipling, and renowned architects, sculptors and landscape architects to plan and lay out the cemeteries. As a rule, and differently from other States, the IWGC did not engage in the regrouping of the fallen of the nations under the British Empire, so the Commonwealth cemeteries are generally rather small. After the war, several architects were called upon to rearrange the burial grounds already in existence since the war, according to models defined by four main architects: Reginald Blomfield, Edwin Lutyens, Herbert Baker and Charles Holden. Blomfield adopted a classical language, and a landscaping approach closer to the art of gardening; he conceived the idea of a standard Cross of Sacrifice to mark the graves. Lutyens elaborated designs in a vernacular language inspired by the Arts and Crafts movement, inserted harmoniously into the landscape thanks to the work of garden designer Gertrude Jekyll; he conceived an a-religious remembrance symbol: the Stone of Remembrance, to respect the differing religions of the Commonwealth nationalities. Overall, the landscaping of Commonwealth cemeteries follows the English garden tradition, with different textures, colours, and densities.

The series includes 48 cemeteries of the Commonwealth. They are:

- WA08 Saint-Symphorien Military German and Commonwealth Cemetery
- WA09 Commonwealth Military Cemetery "Hyde Park Corner Cemetery"
- WA10 Commonwealth Military Cemetery and memorial to the missing "Berks Cemetery Extension" and "Ploegsteert Memorial to the Missing"
- WA11 Commonwealth Military Cemetery "Strand Military Cemetery"
- WA12 Commonwealth Military Cemetery "Prowse Point Military Cemetery"
- WA13 Commonwealth Military Cemetery "Mud Corner Cemetery"

- WA14 Commonwealth Military Cemetery "Toronto Avenue Cemetery"
- WA15 Commonwealth Military Cemetery "Ploegsteert Wood Military Cemetery"
- WA16 Commonwealth Military Cemetery "Rifle House Cemetery"
- FL08 Commonwealth Military Cemetery "Tyne Cot Cemetery" and Commonwealth memorial to the missing "Tyne Cot Memorial"
- FL09 Commonwealth Military Cemetery "Polygon Wood Cemetery"
- FL10 Commonwealth Military Cemetery "Buttes New British Cemetery"
- FL11 Commonwealth Military Cemetery "Essex Farm Cemetery"
- FL12 Commonwealth Military Cemetery "Welsh Cemetery (Caesar's Nose)"
- FL13 Commonwealth Military cemetery "No Man's Cot Cemetery"
- FL14 Commonwealth Military Cemetery "Track X Cemetery"
- FL15 Commonwealth Military Cemetery "Buff's Road Cemetery"
- FL18 Commonwealth Military Cemetery "Bedford House Cemetery"
- FL19 Commonwealth Military Cemetery "Larch Wood Cemetery"
- FL20 Commonwealth Military Cemetery "Woods Cemetery"
- FL21 Commonwealth Military Cemetery "1<sup>st</sup> D.C.L.I. Cemetery, The Bluff"
- FL22 Commonwealth Military Cemetery "Hedge Row Trench Cemetery"
- FL24 Commonwealth Military Cemetery "Spanbroekmolen British Cemetery"
- FL25 Commonwealth Military Cemetery "Lone Tree Cemetery"
- FL27 Commonwealth Military Cemetery "Lijssenthoek Military Cemetery"
- ND01 Commonwealth Military Cemetery "Fromelles (Pheasant Wood) Military Cemetery"
- ND02 Commonwealth Military Cemetery and Australian Memorial "V.C. Corner Australian Cemetery and Memorial"
- ND03 Commonwealth Military Cemetery and Memorial "Louveral Military Cemetery" and "Cambrai Memorial"
- ND04 German Military Cemetery of la Route de Solesmes and Commonwealth Military Cemetery "Cambrai East Military Cemetery"
- ND06 Commonwealth Military Cemetery "Le Quesnoy Communal Cemetery Extension"
- PC01 Indian Memorial of the Commonwealth "Neuve Chapelle Memorial"
- PC04 Commonwealth Military Cemetery "Canadian Cemetery n°2"
- PC05 Commonwealth Military Cemetery "Givenchy Road Canadian Cemetery"
- PC06 Commonwealth Military Cemetery "Lichfield Crater"

- PC07 French national Necropolis of la Targette and Commonwealth Military Cemetery "La Targette British Cemetery"
- PC11 Commonwealth Military Cemetery and Memorials "Faubourg d'Amiens Cemetery", "Arras Memorial" and "Arras Flying Services Memorial"
- PC12 Commonwealth Military Cemetery and Memorial "Dud Corner Cemetery" and "Loos Memorial"
- PC13 Commonwealth Military Cemetery "Etaples Military Cemetery"
- PC14 Commonwealth Military Cemetery "Wimereux Communal Cemetery"
- SE01 Commonwealth Memorials "Beaumont Hamel (Newfoundland) Memorial", "29<sup>th</sup> Division Memorial", Commonwealth Memorial Park "Beaumont Hamel (Newfoundland) Memorial Park" and Commonwealth military cemetery "Hunter's Cemetery"
- SE02 Commonwealth Military Cemetery "Mill Road Cemetery"
- SE03 Commonwealth Monument to the missing "Thiepval Memorial" and French-Commonwealth Military Cemetery "Thiepval Anglo-French Cemetery"
- SE04 Commonwealth Military Cemetery and Memorial "Pozières British Cemetery" and "Pozières Memorial"
- SE05 South-African National Memorial "The South Africa (Delville Wood) National Memorial" and Commonwealth Military Cemetery "Delville Wood Cemetery"
- SE07 Commonwealth Military Cemetery "Rancourt Military Cemetery"
- SE09 Australian National Memorial "Villers-Bretonneux Memorial" and Commonwealth Military Cemetery "Villers-Bretonneux Military Cemetery"
- SE10 Commonwealth Military Cemetery "Noyelles-sur-Mer Chinese Cemetery" and Chinese memorial "Noyelles-sur-Mer Chinese Memorial"
- SE11 Commonwealth Military Cemetery "Louvecourt Military Cemetery"

Some of the above-mentioned component sites include also cemeteries of other nations and therefore are listed under their respective model of reference. To these cemeteries, two memorials are also added: the Nieuport Memorial and the Menin Gate.

In France, the idea to develop burials for the fallen in war emerged from associations of combatants who wanted to honour their comrades but this was soon taken over by the State. In 1928 the National Commission of the Military Graves was established; it adopted a symmetrical and rectilinear type-plan for all cemeteries, which was put in place repetitively, rarely modified to adapt to the setting. In line with Auguste Perret's approach, the architectural language had to be classical but expressed through modern materials: concrete was the material selected for the built elements. The French cemeteries adopted four grave markers: the Latin cross

for the Christians; stelaes engraved with a Crescent and oriented East-West so as to ensure that the dead look towards Mecca for the Muslims; stelaes engraved with a Star of David for the Jews; and a simple stela for agnostics, atheists or those who adhered to other religions. The space of each grave was fixed at 3 square meters, each grave separated from the next by a 90cm interval. Little vegetation was initially envisaged for the French cemeteries, although current rearrangements have brought in more elaborate landscaping.

The nomination dossier includes among the French-type cemeteries the following:

- WA03 Le Plateau French Military Cemetery
- WA04 L'Orée de la Forêt French Military Cemetery
- WA05 Le Radan French - German Military Cemetery
- WA07 La Belle Motte French Military Cemetery
- FL16 Saint-Charles de Potyze French Military Cemetery
- PC07 Targette National French Necropolis and La Targette British Cemetery
- PC10 Notre-Dame-de-Lorette National French Necropolis
- SE06 Rancourt National French Necropolis and Chapel of French Memory
- OI01 Cuts National French Necropolis
- OI02 Thiescourt National French Necropolis and Thiescourt German Military Cemetery
- OI03 Compiègne (Royallieu) National French Necropolis
- AI04 Le Sourd National French Necropolis & Le Sourd German Military Cemetery
- AI05 National French Necropolis of prisoners of Effry
- AI08 Craonnelle National French Necropolis
- MA03 Saint-Hilaire-le-Grand Russian Cemetery and Chapel
- MA04 National French Necropolis, military German Cemetery and military Polish Cemetery "le Bois du Puits"
- MA06 National French Necropolis and German military Cemetery of la Crouée
- ME04 La Maize National French Necropolis
- ME05 Douaumont French Ossuary, National French Necropolis, Jewish Monument and Muslim Monument
- ME09 Le Faubourg Pavé National French Necropolis
- ME11 Le Trottoir National French Necropolis
- MM03 Pierrepont National French Necropolis
- MS01 Riche National French Necropolis
- MS03 L'Espérance National French Necropolis
- MS04 National French Cemetery of Sarrebourg war prisoners
- MS05 Chambièrre National French Necropolis
- MS06 Lagarde National French Necropolis
- VS01 La Fontenelle National French Necropolis
- VS02 La Chipotte National French Necropolis
- VS03 Les Tiges National French Necropolis

- HR01 Le Wettstein National French Necropolis
- HR05 Le Silberloch National French Necropolis, Hartmannswillerkopf National French Monument and Crypte
- HR09 Moosch National French Necropolis

It is noticed that the description ascribes the Plateau French Military Cemetery, the Orée de la Forêt French Military Cemetery and the French-German Military Cemetery of le Radan to the German type; however they have been listed under the French type in the nomination dossier.

Some of the above-mentioned component sites include also cemeteries of other nations and therefore are listed under their respective model of reference.

Further component sites related to the French losses are included in the nomination. They comprise 14 additional necropolises and cemeteries:

- ND05 Assevent National French Necropolis and German military cemetery
- AI07 Cerny-en-Laonnois National French Necropolis, Cerny-en-Laonnois German Military Cemetery and Memorial Chapel of Chemin des Dames
- SM01 La Grande Tombe de Villerois National French Necropolis
- MA07 L'Opéra National French Necropolis
- MA08 28<sup>th</sup> Brigade "La ferme des Wacques" National French Necropolis
- MA09 National French Necropolis of the Ossuary Monument of the Foreign Legion (Henri Fansworth)
- AR01 Chestres National French Necropolis with the German Military Cemetery of Chestres
- MA11 National French Necropolis "Saint-Thomas" in Argonne and National French Necropolis of the Gruerie Monument ossuary
- MA12 La Harazée National French Necropolis
- ME02 La Forestière National French Necropolis
- HR04 Duchesne National French Necropolis
- HR08 Germania French Military Cemetery
- AR03 French military plot of the dead of November 11, 1918 of Vigne-Meuse

Two cemeteries of civilians:

- MA05 Mondement-Montgivroux communal French Cemetery and French Chapel
- MM02 Gerbéviller French Square to the civilian victims

And five memorials and three ossuaries:

- FL23 Mount Kemmel French Ossuary
- ME01 Haute-Chevauchée French Monument Ossuary
- MA10 Navarin French Ossuary and Monument to the Fallen of the Champagne Armies
- AI09 French Memorial "Les fantômes"
- MA01 French Memorial of the battle of the Marne
- ME06 Douaumont Fort

- ME07 French Stelae to the executed of Fleury-devant-Douaumont (civilians)
- ME08 High Memorial of the Trench of the Bayonets at Douaumont

The German model was developed rather late, since most of the graveyards formed during the war were either in France or Belgium. The association Volksbund Deutsche Kriegsgräberfürsorge (VDK) was established in 1919 with the mission to build or reorganise the war graveyards but its objectives could be achieved only after the Second World War. The German landscape architect Robert Tischler inspired the main principles for the arrangement of the German necropolises with the aim of preserving the sombre character of the cemeteries. The Christian cross, originally in tarred wood, was retained but replaced either by metal or stone, directly hammered into the grass; only trees adorn the graveyards, the light and shadow they create during the day aimed at providing a sense of mourning, meditation, and absorbed recollection. However, no unified design is imposed on the German cemeteries, which therefore enjoy a variety of arrangements. The dead soldiers are buried in groups of four, six or eight, sometimes up to 20 under the same cross. The vegetation is maintained in a natural way that gives the sense of 'free nature'; the presence of trees also dictates the organisation of the graves, breaking up the rigid symmetry.

The series includes 22 German-type cemeteries. They are:

- WA05 French-German military cemetery of le Radan
- WA08 German and Commonwealth military cemetery of Saint-Symphorien
- FL02 Vladslo German military cemetery
- FL06 Langemark German military cemetery
- ND04 German military cemetery of la Route de Solesmes and Commonwealth "Cambrai East Military Cemetery"
- ND05 Assevent French Necropolis and German military cemetery
- PC08 La Maison Blanche German military cemetery
- SE08 Rancourt German military cemetery
- OI02 Thiescourt French Necropolis and German military cemetery
- AI02 Saint-Quentin German military cemetery and French-German monument
- AI03 Veslud German military cemetery
- AI07 Cerny-en-Laonnois French Necropolis and German military cemetery and Memorial Chapel of The Chemin des Dames
- MA04 French National Necropolis, German military cemetery and Polish cemetery "le Bois du Puits"
- MA06 La Crouée National French Necropolis and German military cemetery
- AR01 Chestres German military cemetery and national French necropolis
- AR04 Apremont German military cemetery
- ME10 Consenvoye German military cemetery

- ME12 Gobessart German military cemetery
- MM04 Pierrepont German military cemetery
- MS02 L'Hellenwald German military cemetery
- MS07 Lagarde German military cemetery
- HR02 Hohrod-Bärenstall German military cemetery

Some of the above sites are also ascribed to other funerary models, as they encompass also cemeteries of other nations. The series also include the following German cemeteries or memorials that were not seen as reflecting the German model:

- Le Sourd Military German cemetery (part of AI04)
- HR03 Kahm Military German cemetery in Lapoutroie
- HR06 Uhlans' German Military Cemetery in Hartmannswiller
- AR02 German monument of the Saint-Charles cemetery in Sedan

The American model was developed by the American Battle Monuments Commission (ABMC), created in 1923, inspired by the French architect Paul Philippe Cret, who emigrated to the United States in 1903. He conceived a sober, classical language and a layout based on symmetry and perspective axes. The American cemeteries developed around the memorial, and include a chapel and a building for the manager of the site; the burials are grouped in sectors, each occupying 4 square meters. The stelae are in Carrara marble. Curtains of trees delimit the perimeter of the cemeteries and planted areas order their inner spaces. The gardening is inspired by geometry. The types of plants and species used were inventoried and respected in the case of replacement.

The series includes three American-type cemeteries. They are:

- AI01 Aisne-Marne American Cemetery and Memorial
- ME03 Meuse-Argonne American Cemetery and Memorial
- MM01 St. Mihiel American Cemetery and Memorial

The Belgian cemeteries feature geometric and symmetrical layouts. As a rule, the remains are buried individually but, in some cases, one can find the remains of two or more soldiers grouped together under the same stela. The stela model was conceived by the architect Fernand Symons and officially adopted in 1925; in stone, they were adorned by spirals, reliefs and a garland. The official stelae replaced the previous crosses in wood or the hero crosses, shaped as Celtic crosses and made out of concrete. The vegetation appears in the form of hedges and shrubs, tree species include evergreens, broadleaved trees, weeping willows, bay-trees and yews.

The series includes three Belgian-type cemeteries. They are:

- WA02 Robermont Military plots in Liège
- FL04 Oeren Belgian Military Cemetery in Alveringem
- FL05 Houthulst Belgian Military Cemetery

The series includes also the following components that commemorate the Belgian losses:

- WA01 Fort de Loncin
- WA06 Enclosure of the Executed in Tamines (civilians)

Graveyards built by other nations or not ascribable to any of the above models include the following:

- PC02 Portuguese Military Cemetery of Richebourg-l'Avoué
- PC09 Czechoslovakian Military Cemetery of Neuville-Saint-Vaast
- MA02 Italian Military Cemetery of "Bligny"
- HR07 Romanian Military Cemetery of Soultzmatt
- AI06 Danish Military Cemetery of Braine
- BR01 Ensemble of stelae and ancient French and German tombs of le Petit Donon
- MA03 Saint-Hilaire-le-Grand Russian Cemetery and Chapel

The last is, however, also included in the dossier in the list of French-type cemeteries.

The series also includes monuments and memorials of other nations:

- PC03 Canadian National Memorial "Vimy Memorial"
- FL07 Canadian National Monument "The Brooding Soldier"
- FL26 Irish Monument "Island of Ireland Peace Tower"
- FL03 Crypt of the Tower of Yser

It should be noted that some of the components are further fragmented into separate elements (e.g. FL11, FL15).

The description of the individual component sites is provided according to their location: in Wallonia, Flanders or French Departments. Some 69 components have been grouped in memorial sectors. They encompass the setting of the components in which battles were fought and form the buffer zones of the sites included in these sectors. However, a number of component sites enjoy independent buffer zones, not being explicitly associated with any memorial sectors (70 in total, out of which 5 are in Wallonia, 14 in Flanders and 51 in France).

The memorial sectors are presented below.

In Belgium:

- Tintigny (Wallonia - WA)
- Ploegsteert (Wa)
- Polygon Wood (Flanders – FL)

- Pilkem Ridge (FL)
- Hill 60/The Bluff (FL)
- Spanbroekmolen (FL)

In France:

- Fromelles (Nord)
- Richebourg (Pas-de-Calais)
- Vimy (Pas-de-Calais)
- Neuville-Saint-Vaast (Pas-de-Calais)
- La Vallée de l'Ancre (Somme)
- Rancourt-Bouchavesne (Somme)
- Chemin de Dames (Aisne)
- Souain (Marne)
- Argonne (Marne, Ardennes, Meuse)
- Verdun-Douaumont (Meuse)
- Pierrepont (Meurthe-et-Moselle)
- Morhange / Riche (Moselle)
- Lagarde (Moselle)
- Le Linge (Haut-Rhin)
- La Tête des Faux (Haut-Rhin)
- Le Vieil Armand-Hartmannswillerkopf (Haut-Rhin)

The series includes, among its components, some prominent artistic achievements, such as the Vimy Memorial, the Monument "The Brooding Soldier", the Memorial to the Missing, the Memorial "les fantômes", the Nieuport Memorial, and famous necropolises, such as Notre-Dame-de-Lorette, Tyne Cot Cemetery and its Memorial, the Thiepval Cemetery and its Memorial, the Saint-Symphorien Cemetery, Vladslo Cemetery, the Aisne-Marne American Cemetery and Memorial.

In the additional information submitted in February 2018 in response to the ICOMOS Interim report, the States Parties provided an account of the relationship between the memorial sectors and the development of the war and relevant battles with which the cemeteries are associated.

### History and development

The nomination dossier first provides an account of the evolution from collective to individual burials in the 19<sup>th</sup> and 20<sup>th</sup> centuries and of the affirmation of the burial rite related to the First World War. It then proceeds to summarise the main historic milestones of each and every component site.

The extensive human losses caused by battles and trench war of the First World War triggered, already during the conflict, efforts to ensure the identification of the fallen, their individual burial whenever possible, and, subsequently, the transposition of the remains in individual burials in national necropolises or, after 1921, in the family tomb or in the military enclosures of the country of provenance, according to repatriation policies.

The nomination dossier sees this phenomenon as an unprecedented occurrence, both in terms of scale and organisation.

The dossier refers to precedents in this sphere, such as provisions adopted after 1862 in the United States following the Civil War for the individual burial of Union soldiers in cemeteries (Battle of Gettysburg – 1863, and Arlington Cemetery – 1864), or those taken after the 1870-1871 Franco-Prussian War.

The latter regulated the reciprocal obligations between the parties for the maintenance of the graves located in the respective territories, for the repatriation or the reburial of the remains in plots given in perpetual concession. However, in this instance, due to hygiene requirements, many corpses were incinerated and the remains gathered randomly in ossuaries. Only for officials and a few thousand soldiers was individual burial possible. Despite these limitations, a cult of the fallen in combat based on their individualisation began after the 1870-1871 Franco-Prussian War. In a different development, identity tags were issued to address the problem of the identification of conscripts during the American Civil War, and were then made mandatory by Prussian health service regulations in 1869, in Bavaria in 1875, and in all Germany in 1878; in France identity tags were given to soldiers from 1881 onwards, in Belgium in 1889, Austria and Russia in 1902, Great Britain in 1907, and Italy in 1915.

At the dawn of the First World War, France still maintained collective burials, whilst Germany, America and Britain had already opted for individual burials of the fallen in combat. In particular, Britain adopted the principle of individual burials during the Boer War (1899-1902), to honour the volunteers who fought in that war.

The unprecedented scale of the losses in the first five months of the war made it urgent to address the issue of what type of funerary rite might be performed and what role the State had to play in responding to the requests of families to see the remains of their loved ones returned.

During the first weeks and months, initiatives were disparate in character: collective and individual graves were arranged near the battlefields; in the French Army special troops were charged with the task. Collective burials became more and more unacceptable and the first regulations were issued for burial procedures that allowed for later identification of the buried soldiers.

However, at the beginning of the war the fighting powers adopted legislation recognising the right of each soldier to be individually buried, creating special departments that served this function and built several temporary burial grounds. Provisions were also made to ensure the subsequent identification of the buried (e.g., double tagging, burying precautions, etc.) and to prevent uncontrolled exhumation and repatriation.

The core elements of the memorialisation of the fallen that developed throughout the conflict include: the identification of the dead, inhumation in a coffin, the information carefully conveyed to the family, the



organisation of a funeral service according to the religion of the deceased, the maintenance of the grave, the regrouping in military necropolises and, for certain States, the return of the remains to the families.

After the war, the policy of identification of the fallen continued, in order to repatriate the remains, whether systematically, as in the case of the United States, or upon request, according to the policy preferred by France, Britain and the Commonwealth, Belgium and other nations.

The reburial in individual graves within regrouped cemeteries took place in the early 1920s. France favoured the regrouping in large necropolises; Britain and the Commonwealth, on the other hand, preferred the rearrangement of the original burial grounds. By 1925 the majority of the regrouping necropolises were laid out and burials arranged.

In the following years, between the 1920s and 1930s, memorials and monuments were erected either as complementary commemorations to the cemeteries or independently. This is the case for the Necropolis and Chapel of Notre-Dame-de-Lorette, the Chapel of the Reconnaissance of Dormans, the ossuary in Douaumont, the monument and ossuary of Hartmannswillerkopf (France); Thiepval, Richebourg-Neuve-Chapelle, the monuments at Nieuport, Ploegsteert, the Menin Gate, the Wall at Tyne Cot, and Dud Corner in Loos-en-Gohelle (United Kingdom). The United States inaugurated its major necropolises of Argonne-Meuse, Aisne-Marne and Thiaucourt in 1937. German cemeteries and memorials were set up on the initiative of a private association (VDK): the four necropolises of Langemark, Hoogdele, Menin and Vladslo were partly built in the 1920s and then completed in the 1950s. Not all projects were carried out at the same pace, particularly when related to difficult memories (e.g. defeats).

The inauguration ceremonies of the 1920s-1930s were accompanied by celebrations in the presence of the highest State and institutional representatives.

The activity of identification of the fallen continued throughout the decades, although not systematically as in the immediate post-war decades. Commemorative celebrations and rites began to be regularly carried out in the 1930s and the first gatherings of old combatants from opposing sides took place. Commemorations continued regularly, particularly at certain sites, whilst in others the celebrations saw their scope reduced from national to regional or local level.

Important ceremonies took place at many cemeteries and memorials in the 1960s, for the 50<sup>th</sup> anniversary of the War. The 1990s witnessed commemoration ceremonies performed by former British Dominions as well as by States belonging to the former Soviet Bloc.

The commemorations for the centennial of the First World War began in 2014 at different component sites and will presumably continue until the end of 2018.

### **3 Justification for inscription, integrity and authenticity**

#### **Comparative analysis**

The nomination dossier develops its comparative analysis at two levels: firstly, comparisons to justify the selection of components; and secondly to justify the series as a whole comparison with other properties deemed comparable with the nominated one.

The first level of comparison is based on the following parameters: historic value of the place as a testimony of funerary rites and of the emblematic war events; the presence of landscape and architectural elements (monumental architecture of high quality, specific spatial organisation, presence of landscape and horticultural elements, insertion in a memorial landscape); identity and cultural elements (the site is representative of a nation, of a people, of a specific role in the war, or the site is connected with a specific tradition); the intangible and artistic elements (the site witnesses regular commemorations, is enriched by artistic achievements); and elements of originality (the site is unique, representative of a typology or it presents several attributes); an assessment of integrity and authenticity is also taken into account.

ICOMOS requested additional information in July 2017 on the rationale for the selection of the components in the series and asked the States Parties to prepare a synoptic table linking the parameters for selection of the sites to the criteria, because from the nomination dossier it seemed that France and Belgium had adopted two different approaches. The States Parties responded in September 2017 explaining that the same approach was adopted by both States Parties: the individual files annexed to the dossier are to be understood as supporting documents but not a detailing of the rationale for the selection.

Whilst grateful for the reply, ICOMOS found it not sufficient to understand how the selection of the components was made and posed additional questions on this topic in a second letter (October 2017).

The States Parties replied in November 2017, providing an explanation of the steps undertaken, from the preliminary inventory of the cemeteries related to the First World War – 61 in Wallonia, 165 in Flanders and 4,745 in France along the Western Front – up to the final selection of the sites and providing the synoptic table requested in July 2017. However, this table does not tie the parameters in with the selected criteria and therefore, in ICOMOS' view, the explanations provided for each site in relation to each parameter appear disparate and do not build a coherent approach. ICOMOS is grateful for the considerable effort made by

the States Parties to explain the process followed to select the components. However, it considers that the inclusion of a number of sites does not appear to reflect the parameters indicated by the States Parties for their selection, nor do they contribute to illustrating the justification for the criteria under which the series is nominated. For example, the cemeteries and monuments to the civilians do not match the justification proposed for the Outstanding Universal Value or criterion (iii) and (iv), which focus on the commemoration of the fallen in combat; on the other hand, the cemeteries realised in recent times (e.g. Fromelles) do not enjoy a sufficient time-depth to be able to justify criterion (iii) or (vi). Many components do not offer a convincing reflection of criterion (iv) and, overall, only a very limited number of them is able to reflect all three criteria, which is what is required for the components of a series. Despite the apparently limited focus of the proposed justification, the selection of the components of the series does not appear fully consistent with this focus. This makes the process of comparison of sites difficult.

The comparison of the nominated series with other comparable properties is based on two aspects: the specificity of the funerary practices and the historic interpretation context. The comparison notes that many World Heritage properties – namely 117 according to the research – include funerary sites from ancient to more recent times but only a limited number expresses a memorial value; this type of survey is extended to the tentative lists. The nomination dossier then mentions the World Heritage properties related to the Second World War: Auschwitz Birkenau – German Nazi Concentration and Extermination Camp (1940-1945), Poland, 1979, (vi), Hiroshima Peace Memorial (Genbaku Dome), Japan, 1996, (vi), and Bikini Atoll Nuclear Test Site, Marshall Islands, 2010, (iv) and (vi).

The key elements of the comparative analysis focus on two First World War sites on the Tentative Lists of States Parties: "The Walk of Peace from the Alps to the Adriatic – Heritage of the First World War" (Italy, Slovenia) and the sites of Çanakkale and Gelibolu (Turkey), as well as the Balkan and the Eastern Fronts. The Eastern Front preserves several cemeteries but they are said to play a role as national emblems rather than as international commemorative places; additionally, according to the nomination dossier, the awareness of the heritage significance of these sites occurred rather late, many being left in abandonment in the interwar period, suffering also intentional damage. The nomination dossier concludes that none of these fronts present the density of testimonies, in terms of funerary sites, as the Western Front; however, both the 'Walk of Peace' and Çanakkale and Gelibolu would preserve funerary and memorial sites that might complement the nominated series along the Western Front.

Furthermore, the nations involved in the First World War and the fighting on the Western Front produced countless other funerary and memorial sites within their

own borders. Australia, Canada, and New Zealand all have important sites on their soil commemorating their involvement on the Western Front in particular and the First World War in general.

The comparative analysis has been supplemented in response to the ICOMOS Interim report, developing an excursus on how the dead in combat were commemorated through the centuries and then focussing on the American Civil War. The supplementary comparative analysis highlights several differences between the cemeteries related to the American Civil War and the First World War. Firstly, one is the fact that the former was a civil war and was on a completely different scale. It was different also in the way in which the identification of the dead was able to be carried out after that conflict and in the means available to armies in the 19<sup>th</sup> and early 20<sup>th</sup> centuries.

Other comparators examined by the additional information include: the Franco-Prussian War (1870-1871), which is said to differ in that the principle of perennial burial was established, and reciprocity in maintaining the cemeteries, rather than the individualisation of the burials; the first and second Boer Wars (1880-1881 and 1889-1902), which are said to differ because the undertaking of the burials was not a State affair and the means constraints of private association prevented the durability of their maintenance.

Whilst the arguments provided by the additional information are acknowledged, ICOMOS notes that the first systematic efforts to provide an individual burial for the combatant occurred during the American Civil War and achieved the identification and the burial of a comparatively high number of soldiers for the time. Therefore, it cannot be stated that the nominated series reflects a completely new approach to the individual commemoration of the fallen in combat, which is the main argument of the justification for inscription. It was also on the basis of this preliminary experience (and of that of the Franco-Prussian war to a lesser extent) that it was possible to tackle the task during and after World War I: the sensitivity towards this need for individual burial and recognition of the fallen combatant was already developed.

The revised comparative analysis as of February 2018 has led the States Parties to modify also the justification of Outstanding Universal Value (see relevant section of this report).

Despite the additional information received, comparisons have not succeeded in explaining why these sites might represent the war as opposed to others elsewhere in Europe or in the rest of the world, or on what grounds other sites might be excluded, apart from the fact that there is a greater density of memorials on the Western Front.

ICOMOS also note that the comparisons with the properties of Auschwitz and Hiroshima, both reflected the great human losses of the World War II. ICOMOS would like to recall the report written by Michel Parent (CC- 79/CONF.003/11 ANNEX) in 1979 for the examination of the Auschwitz nomination: 'in order to preserve its symbolic status as a monument to all the victims, Auschwitz should, it seems, remain in isolation. In other words, we recommend that it should stand alone among cultural properties as bearing witness to the depth of horror and of suffering, and the height of heroism, and that all other sites of the same nature be symbolized through it'. And more generally it added that 'sites representing the positive and negative sides of human history will only be invested with real force if we make the most remarkable into unique symbols, each one standing for the whole series of similar events. On this principle, Auschwitz would be placed on the List, but would not be a precedent for a whole series of similar sites'. The questions arise again with the current nomination.

What also remains un-compared is the value of the nominated sites in relation to the war which produced them, and the tragedy and loss that it generated. There has been no attempt to do this or to understand in what way the series might be seen to reflect the magnitude and scope of the war and its inhumanity. Perhaps this is because such an exercise is almost impossible to conceive.

#### **Justification of Outstanding Universal Value**

The nomination dossier holds that the nominated series witnesses a completely new approach to the fallen in combat, that the massive human losses caused by the First World War brought forth an entirely new cult of the dead as a response to the inhumanity of war. This new form of memorialisation of the dead in combat is expressed through several cemeteries hosting a huge number of individual graves, always identical in size and shape to provide a sense of equal dignity whilst respecting individual beliefs. The inscription of the names of the fallen reflects the will to remember those whose remains could not be found and buried. The constitutive elements of these funerary and memorial sites reflect the international character of the conflict. These cemeteries and memorials also attest to a completely new architectural movement, specific to each fighting party. They preserve the memory of the victims and pay witness to the mass suffering and mourning. Although focussing on the soldier fallen in combat, these sites remind us that each soldier had his own life and ties and reflect a civil, humanist cult, inviting remembrance, reflection and reconciliation.

The proposed justification for inscription evokes a cultural tradition, a type of architectural ensemble, and association with living ideas and traditions. Specifically, the cultural tradition refers to the cult of the combatant where each individual is commemorated individually regardless of his social or cultural affiliation. The architectural ensemble deals with decorative,

architectural and landscape aesthetics influenced by national and cultural sensitivities. The living tradition corresponds to the desire to perpetuate the individual memory of the disappeared.

ICOMOS notes that the cult of the soldier fallen in combat could not be said to be a completely new phenomenon, as it had already emerged in previous conflicts, namely during the American Civil War and the 1870-71 Franco-Prussian War. Particularly in America, individual graves were provided to the combatants in purposely-created cemeteries.

ICOMOS considers that the definition of the property appears somehow confused despite the additional information received – it is not fully clear what the nomination wants to commemorate through this series. The definition of funerary and memorial sites is implicitly addressed in the justification for nomination as a necropolis, in which those who died in combat are individually buried. Monuments evoke the sacrifice and the collective bond, illustrating this link in the particular cultural context of the deceased. The proposal addresses the stylistic differences between the different nations but does not clarify what constitutes a funerary and memorial site. The implicit notion of funerary and memorial sites conflicts with the reality of many components, in reading planning intent, present attributes, and cultural expression, and it is not adequately reflected by the selected components of the series.

ICOMOS doubts that providing a dignified burial to each and every soldier fallen in combat might be seen as an achievement to be commemorated on the World Heritage List. ICOMOS considers that this nomination raises some fundamental questions on whether this theme can be seen as suitable for World Heritage listing.

Despite the fact that the nomination focuses on cemeteries and memorials, it cannot be ignored that a greater part of them are located close to places where battles were fought and this gives to many of them a character of battlefield memorials, despite the fact that battlefields have been carefully excluded from the nominated components and limited to the buffer zones.

The additional information provided in February 2018 in response to the ICOMOS Interim report, contains a revised justification for the Outstanding Universal Value that expands on the traumas and losses inflicted by the war and stresses this aspect and the response given by all powers involved in terms of organisation to ensure the individualisation and the architectural choices made to commemorate the fallen.

ICOMOS welcomes the effort made by the States Parties but notes that what is still lacking is an adequate contextualisation and reappraisal of this war and its consequences, beyond the account of the fighting strategies and tactics, as it is presented in the additional information provided by the States Parties in response to

the ICOMOS Interim Report. What is not suggested in the justification is how the individual sites gain their value from the conflict with which they are associated, and the tragedy and loss that ensued, or how that value might be appraised.

### **Integrity and authenticity**

#### **Integrity**

The nomination explains that the integrity of the nominated series rests upon different axes: the will of governments to commemorate individually the soldiers killed in action, the reflection of the geographical scope of the Western Front, the multinational scope of the belligerents and their cultural references, and the stylistic and typological diversity of the cemeteries and memorials, the different periods of construction and their symbolic meaning.

ICOMOS considers that, overall, the integrity of the nominated series is not ascertained, because the definition of the property remains unclear and because it is not evident what components really contribute to the series and to the illustration of the proposed justification for inscription. Inconsistencies emerge between what is commemorated in the revised justification of the Outstanding Universal Value, and the criteria and what is included in the series, and this has a negative impact on the overall integrity of the series.

With regard to integrity, it has to be noted that many sites have suffered and still suffer from development pressures; for instance the Nieuport Memorial's integrity is jeopardised by a high traffic volume road passing close to the site; Effry (AI05) and La Targette (PC07) are impacted by low quality buildings; the Louverval military cemetery and the Cambrai Memorial (ND03) are impacted by windfarms built in 2016 and 2017 at less than two kms distance; whilst near Le Sourd (AI04) another windfarm has been authorised.

#### **Authenticity**

The nomination dossier holds that these sites express their function as places of worship of the dead. They attest to the endeavour of providing to each fallen in combat an individual burial and a recognition of their sacrifice. The layout, arrangements, shape and materials reflect the cultural references of each nation and the way in which an individual fallen in combat is commemorated.

ICOMOS considers that the problem of unclear definition of the nominated series has an impact on authenticity, particularly with respect to cultural diversity. Not all sites contain attributes expressing the three proposed criteria: the lack of clarity in the nomination and inconsistencies between what appears to be the aim of the commemoration and the reality of what is nominated harm the overall credibility of the proposal.

ICOMOS considers that the whole series suffers from shortcomings deriving from the way in which justification for inscription has been built, from the lack of sufficient historical perspective and from the inconsistencies in the selection of the component sites, which is not clear and does not appear to reflect in all cases the rationale proposed for the selection. This lack of clarity also has repercussions on the way the boundaries of the nominated component sites and particularly of their buffer zones have been designed.

Management constraints have impacted on the authenticity of these sites: for instance the layout of the vegetation has been simplified, materials (e.g. small walls, doors, crosses) and layouts (new alignment of the crosses) changed, and in the same cemeteries crosses made of different materials are found, impacting on their overall visual impression. Maintenance strategies do not seem to take into consideration how these sites were designed and laid out, and historic documentation does not seem to be referred to or used.

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ICOMOS considers that the conditions of integrity and authenticity have not been met for the series.

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### **Criteria under which inscription is proposed**

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

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

This criterion is justified by the States Parties on the grounds of the installation and generalization of a new tradition of the cult of the dead in combat, in which each victim is commemorated and recognized individually without distinction of social or cultural affiliation. Each body is buried in an individual grave in military cemeteries or in dedicated enclosures in civilian cemeteries, and unidentified remains are collected in ossuaries. Monuments to the Missing are erected for those who do not have an identified individual grave.

ICOMOS considers that commemorating the individual soldiers that died in the war and providing them, wherever possible, with individual graves and headstones is without doubt an achievement, but it is difficult to see this achievement as an outstanding witness to a cultural tradition.

Additionally, the memorialisation of the dead in action dates back to the end of the 18<sup>th</sup> century. An essential condition for the development of the latter was the transition from a cult of the religious and famous dead to a secular and citizen worship. The device of mass conscription converts the citizen into a soldier. Previously, being a soldier was a profession, but now it now becomes a duty and a condition for the establishment of citizenship in the 19<sup>th</sup> century. As a result, death and burial in a mass grave is no longer accepted as an occupational hazard. From now on, the

Nation must commit itself to recognizing individually its dead from all sections of Society (for example: order of the King of Prussia, Frederick William III, in 1813).

This criterion seems to be the main argument for this nomination. However, in ICOMOS' view it seems that in the context of the nomination, the sites are first and foremost evidence of a period of upheaval in world history than evidence of the establishment of a tradition for the burial of soldiers killed in action.

The additional information submitted in February 2018 contains a revised justification of this criterion, which now focuses on the fixing and full establishment of principles related to individual burial and recognition of the fallen combatant which emerged in previous conflicts but which only in the First World War were undertaken systematically and on a massive scale.

ICOMOS notes that the expanded comparative analysis has led to a revision of the formulation of the justification of this criterion and appreciates the endeavour of the nomination team; however, ICOMOS still considers this a rather narrow application of this criterion. In ICOMOS' view it is difficult to see the individual interment of fallen soldiers, in the first decades of the 20<sup>th</sup> century, as an outstanding witness of a civilisation or of a cultural tradition, although it was certainly a massive endeavour, that was made necessary due to the extensive loss of life caused by the war.

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ICOMOS considers that this criterion has not been demonstrated.

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

Criterion (iv) is justified by the States Parties on the grounds that the creation of a new typology of decorative, architectural and landscape elements reflects cultural sensitivities or national styles, large-scale constructions and organized sites for the memory of all combat deaths and, being located around major combat sites, they are associated with the presence of elements that directly reflect the conflict.

ICOMOS considers that this criterion could be appropriate in so far as the funerary and memorial sites illustrate a hugely significant period in human history, namely the First World War. But the argument offered by the dossier, which focuses solely on the point that soldiers received a decent burial and well-designed funerary monuments, is far too narrow and somehow ignores the tragedy that made necessary this massive undertaking.

The notion of memorial landscape also is not appropriate for the proposed series, as to form a memorial landscape, it would need to cover other aspects, such as the topographical changes to the landscape (trenches,

shell holes etc.), defensive constructions such as bunkers and war infrastructures, and many other aspects, which are not taken into account in the series.

In the additional information provided in February 2018, the States Parties propose a revised justification for this criterion, focusing on the notion of a new architectural, decorative and landscape typology developed purposely as a response to the huge death toll wrought by the First World War.

ICOMOS considers that the new wording might be seen as an improvement on the previous one but weaknesses related to the explanation of what is a funerary and memorial site remain.

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ICOMOS considers that this criterion has not been justified at this stage.

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

Criterion (vi) is justified on the grounds that funerary and memorial sites respond to the desire to perpetuate the individual identity of the war victim and to re-humanize societies traumatized by the disappearance of a large part of their population. The shared memory of the dead in combat has a current and dynamic character, which is reflected by collective commemorations, institutional or associative events, international, national or local, as well as private pilgrimages, individual or family visits.

Whilst in many cemeteries and memorial sites on the Western Front there is an active tradition of repeated rituals for the memory of the dead that goes back to the post-First World War period, in ICOMOS' view, the nomination lacks a comparative analysis which shows how this tradition is distinguished from other rituals such as those associated with the Second World War or the memory of the Unknown Soldier. The argument of a tradition of memorial rituals still present after nearly 100 years appears a justification that would be more appropriate for criterion (iii), in that cemeteries and memorial sites were built in order to carry out this tradition.

The additional information provided in February 2018 by the States Parties in response to ICOMOS' Interim report, includes a revised justification for this criterion that focuses on the commemorative intent of these sites and the active frequentation that continues to this day.

ICOMOS however considers that this revised justification is still too generic to fulfil this criterion and still lacks the basis that would be needed through a comparative analysis. Additionally, not all sites exhibit the same level of time perspective and continuity in commemorative terms that would be necessary for this criterion to be demonstrated.

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ICOMOS considers that this criterion has not been demonstrated.

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In conclusion, ICOMOS does not consider that any of the proposed criteria (iii), (iv) and (vi) has been demonstrated.

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#### 4 Factors affecting the property

The nomination dossier lists the factors affecting the serial property component by component. The main identified factors include development, pollution, climate change, earthquake, flooding, fire, wind/storm. It is stated that development pressures may affect essentially the buffer zones, whilst the components, especially those in rural or wooded areas, may be prone to tree falls and wild fauna intrusion. The nomination dossier reports that for 35 components development pressures exist or need to be monitored in the buffer zone, 31 components suffer from wind and storm, and 3 may be subject to flooding.

ICOMOS found that many sites suffer from the impacts of transformations that have occurred in their vicinity.

Factors affecting the nominated components in agricultural and rural areas are mainly the development of energy infrastructure (eg wind turbines and power lines, e.g. in Nord, Aisne, Vosges, Moselle), of transport and of agricultural infrastructure, as well as agricultural activities. In the first case, the most significant impact would be on the setting and on the spirit of the place. Road upgrading often does not take into account the presence of these sites, affecting their access and ceremonies. Agricultural activities and related infrastructure may impact on the setting of these sites and in some cases also have direct impacts (e.g. damage by heavy machinery to the fences around some sites). Mechanisms to mitigate such impacts are not in all cases in place. There have been many cases of plaque theft that have been noted, particularly in German cemeteries. There is no specific mitigation measure in place or planned.

The element that can affect sites in urban and peri-urban areas is real estate and infrastructure development. In any case, the proximity of unregulated road, real estate, commercial, and industrial infrastructure will have an impact on the setting, the spirit of the place, and the form. The impact could be visual, auditory, and physical. Some sites already show unregulated construction impacts that have not taken into account the value of these sites. Examples include building dwellings whose mass, volume, materials and colours detract from the ability to appreciate the connection between these sites and their environment. In the majority of cases, municipalities and cities have taken note and regulate in their zoning apparatus the type of construction. However, when there is no heritage protection apparatus

at the site, it is difficult to establish binding regulations that involve heritage experts.

In a large majority of cases, especially in the departments of Haut and Bas-Rhin, Moselle and Vosges, the sites are part of a forest environment governed by the forest code administered by the National Forest Bureau (ONF). Some of these forests are state-owned and wholly administered under the authority of the ONF and its mandate, whilst others are communal, and here the ONF mandate is to set specifications to exploit the forest. The forest code obliges ONF to develop exploitation plans, which may include the identification of sensitive areas. The major issues are related to the archaeological dimension of areas related to the First World War and to what extent the forestry regulations take this into account.

Some sites suffer greatly from high traffic pressure (this is reported especially for sites in Belgium).

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ICOMOS considers that the main threats to a number of components of the property are urban pressures, energy and transport infrastructure, particularly windfarms and high traffic volume roads. In forested areas, archaeological remains may fall under forestry management pressures.

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#### 5 Protection, conservation and management

##### Boundaries of the nominated property and buffer zone

The nomination dossier does not provide much detail on how the boundaries of the nominated components and of their buffer zones have been defined. ICOMOS noted that the approach for the delineation of the boundaries of the buffer zones is not clear – in some cases they are very tight, and in others quite wide. ICOMOS therefore requested additional information on this aspect on 28 July 2017. The States Parties responded on 13 September 2017, explaining the main objectives pursued through the buffer zones and providing explanations on what mechanisms ensure the protection of the nominated components. In the case of France, a detailed table explaining the rationale for each component was provided. On the other hand, Belgium provided some examples of how the buffer zones guarantee the protection of the property.

The ICOMOS technical evaluation mission verified on the ground that in many instances the boundaries of nominated components excluded relevant features related to the proposed justification for inscription and in a number of other cases the buffer zones were drawn too tight.

ICOMOS considers that both the delineation of the boundaries of the nominated components and of the buffer zones suffer from inconsistencies and lack of clarity in the nomination. In a number of cases the buffer zones do not offer protection mechanisms that are adequate to the purpose of protecting the attributes supporting the proposed Outstanding Universal Value and the experience of these places as memorials.

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In conclusion, ICOMOS considers that the boundaries of the nominated serial property are not adequate. ICOMOS also considers that in a number of cases, the boundaries of the nominated components and of their buffer zones need revision.

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### Ownership

In most cases, the ownership of these sites is public, either owned by the State or by the municipalities. No extraterritorial rights are granted to foreign countries having their necropolises on French or Belgian soil. Only perpetual concessions under French and Belgian laws apply.

### Protection

Legal protection differs in Belgium and France. In Wallonia the protection of immovable cultural properties is regulated by the Decree 1 April 1999. Protection mechanisms for buffer zones include the *sites classés* or the protection zones. The Decree 11 April 2014 has modified the Code of Urban Planning, Territorial Management, Heritage and Energy strengthening the status of the buffer zones of World Heritage properties within the planning system in Wallonia.

In Flanders the nominated component sites enjoy the strongest level of protection available under the Decree 5 June 2009 as amended by the Decree 12 July 2013 and the Order 16 May 2014. For the protection zones, legal protection (according to the decrees quoted above), the Sector Plan, and the buffer zone of World Heritage sites as per the revised Flemish Code of Territorial Management, provide for the required protection measures. The World Heritage buffer zone implies that within a 100m radius from the property, any intervention needs to be given a binding opinion by the Agency for Cultural Heritage, whereas over 100m only buildings taller than 15m require such an opinion. Finally, two executive spatial provincial plans – Plan Palingbeek, Hill 60 and surroundings and Mount Kemmel – contain provisions preserving the setting of the sites FL19, FL20, FL21, FL22 and FL23.

In France the protection of the components relies on different norms. They include the Heritage Code, the Environment Code, the mechanisms envisaged by the CAP Law (July 2016) with the Significant Heritage Sites (SPR) and the amendments inserted into the Urban Planning Code.

Additionally, cemeteries enjoy protection from development within a 100m radius in rural areas and a 36m radius in urban areas (SUP).

Buffer zones are or will be protected as follows: falling within the protection zone – *abords* – of an historic monument, falling within a *site classé* or *site inscrit*, earmarked in the local urban plan (PLU) or in the Territorial Coherence Scheme (SCOT); for the components in rural areas, buffer zones are usually covered by protection for natural values or as managed forests.

ICOMOS notes that the legal protection is complex and differs between sites, particularly in France, and that not all component sites are protected yet under the relevant heritage legislation and many still await such protection. Additionally, some of the protection measures, e.g. the SUP for cemeteries or the protection under the National Forestry Bureau, do not address specifically the protection needs of the proposed value or the attributes of the components.

The nomination dossier mentions several sites in Wallonia and France for which legal protection was under development.

Although many sites are covered by forms of protection as public properties and war cemeteries, the measures that derive from this type of protection do not guarantee that the heritage dimensions and attributes relevant for the present nomination are taken care of adequately (see Section on Factors affecting the property). Not for all components has the process for heritage designation been initiated and for a number of sites the form of protection that is sought as *site classé* or *site inscrit* implies lengthy procedures.

In the additional information provided in February 2018, Belgium submitted the protection decrees issued on 28 December 2017 for the protection zones of 7 sites in Wallonia. France updated the information on the protection of the components on its territory: 54 are protected as historic monuments, 5 are indirectly protected as they are within the protection zones (*abords*) of other monuments, 3 are protected because they are within '*sites classés*' or '*sites inscrits*', 2 are protected through the local urban plan (PLU), whilst for 18 protection is currently in progress as 'Significant Protected Sites' (SPR), for 3 as historic monuments, one is within a *site classé* being elaborated, and 8 within a local urban plan in progress. According to the State Party, legal protection for the still-unprotected components is unlikely to be fully in place before 2019-2020.

The States Parties have also clarified in their response transmitted in February 2018 that the Wallonia, Flemish and French legal frameworks apply to all component sites, none of which enjoys extraterritorial rights. The soil where these cemeteries are located was given in

perpetual concession to other States for the purpose of the burial and memorialisation of their fallen.

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In conclusion, ICOMOS considers that the legal protection and the protective measures currently in place do not appear in all cases adequate to ensure the proper protection of the component sites. This applies particularly to the sites in the French territory, where the array of protection instruments is varied and doesn't always rely on cultural heritage-oriented tools and measures.

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### **Conservation**

The States Parties consider that overall the state of conservation of the nominated series is good. The nomination dossier includes a table assigning different degrees (good, medium), although not much is explained as to what implies a 'good' or 'medium' state of conservation.

ICOMOS has found that a good level of inventorying has been developed by the different organisations involved in management of these sites.

Municipalities take care of conservation and management of the surrounding areas outside the nominated components. Maintenance, conservation measures and interpretation are carried out by the agencies responsible for the management of the components.

The Commonwealth War Graves Commission (CWGC) manages individually all sites under its responsibility and carries out maintenance, cleaning, conservation interventions, including restoration and reconstruction. Conservation follows a 5-year cycle; structural maintenance is done every 5 years based on previous on-site inspection. The policy for the conservation of headstones is based on four steps, reconstruction being the last option. Despite the existence of a policy, ICOMOS found its application not always consistent.

The German War Graves Commission (Volksbund Deutsche Kriegsgräberfürsorge – VDK) maintains the elements of the cemeteries through subcontracting, whilst its staff carry out inspections and manage activities with municipalities and volunteers.

The French Ministry of Defence carries out maintenance and conservation work. ICOMOS has found that no consistent approach to the reality on the ground in the various cemeteries is applied. A more rigorous conservation management approach with reference principles and recommendations would assist in the task.

The Belgian Ministry of Defence is responsible for the maintenance of the Wallonian and Flemish sites. Also in this case, ICOMOS noted inconsistencies in maintenance approaches across cemeteries.

Agreements exist among States to ensure that the tombs of soldiers of a different nation than the hosting cemetery are taken care of regardless. However, this does not apply in all cases and this results in an uneven state of conservation of headstones.

ICOMOS has noted that the most frequented sites enjoy more careful conservation and maintenance compared with less well-known sites.

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In conclusion, ICOMOS considers that the state of conservation of the component sites of the series is uneven, with many sites in a good state of conservation but many others exhibiting a varied level of maintenance and conservation implementation. The main problem is the lack of a consistent approach to maintenance and conservation within the same management agency and across the different agencies. ICOMOS considers that a comprehensive common approach to maintenance should be developed, that can guarantee that outcomes are controlled *ex ante* in their impact on the cemeteries in order to preserve their conception.

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### **Management**

Management structures and processes, including traditional management processes

The overall transnational management in Belgium and France is coordinated by the Transnational Steering Committee for Funerary and Memorial Sites of the First World War (Western Front). This Committee is structured by two committees: the Coordinating Body that ensures the transnational coordination, and the Transnational Scientific Council.

The Flemish Coordination, the Wallonia Coordination, and the French Coordination form the Coordination body. The Flemish Coordination is composed of a Steering Committee, followed by the Municipal Coordination. The Coordination of Wallonia is composed of a Steering Committee, followed by the Management Committee and the Scientific Committee. The French Coordination is composed of a Scientific Committee and a Territorial Conference, followed by the Departmental Coordination.

Within Flanders Heritage management is carried out via means of multiple consultation and information sessions with managers and owners; governments and administrations of Flanders, the province of West Flanders and the municipalities; and the civil society (farmers unions, entrepreneurs, organizations, ecologists, etc.). The aim was to create an agreement between all the partners involved, which defines the basic principles of the plan and the management structure. A declaration of intent was signed in Nieuport on 11 June 2015.



The pilot group will meet at least once a year. For management in Flanders, there will be working groups per commune, which will follow the implementation of the decisions of the Steering Committee. The working groups will be composed of all the actors concerned (by selected site) and will be chaired by the Heritage Agency of Flanders. The working groups will be convened at least once a year. With regard to the Flemish Scientific Committee, Flanders Heritage has developed since 2002 an integral strategy to preserve and protect the heritage of the First World War. This strategy is composed of specialists from Flanders Heritage (historians, geographers, archaeologists, architects, landscape architects, etc.) who function as a centre of expertise for the sites of Flanders. The Management Steering Committee in Wallonia brings together the people with decision-making powers on the sites: managers (VDK, CWGC, DMPA – *Direction de la Mémoire et du Patrimoine*), mayors, and ambassadors of the other countries concerned. It approves the Management Plan prepared by the Management Committee, adopts policy and budget decisions, as part of the Management Plan and a multi-year Action Plan, and approves the Management Committee Annual Report.

The Management Committee is composed of the site managers, services and local actors concerned with the site and its development. Its mission is to prepare the management plan, to ensure the day-to-day management as part of the management plan approved by the Walloon Government, to draw up an annual program of actions and to establish the budget estimates that are related to its implementation.

The French national coordination is based on a two-tiered structure involving a Territorial Conference, supported by a Scientific Committee, and the Department Coordination. The coordination is supported by the Association of Landscapes and Memorial Sites of the Great War with a Council as *ex-officio* with representatives from departments, an office (board of directors) of 33 people and an operational team of one employee. A technical team is dedicated to the operational part of the management. However, in ICOMOS' view it is not clear how the technical team is organized.

The scientific committee is multidisciplinary and represents the scientific reference body for the Territorial Conference or for the Departmental Coordination. A member of the Scientific Committee will be the representative of France within the framework of the transnational scientific committee. The Departmental Coordination, on the other hand, plays an important role at the local level, as it carries all the burden of working on the ground with the municipalities and communities of municipalities concerned. It is subdivided into 14 departmental coordination bodies, each of which provides the secretariat for management at the departmental level, drafts the annual report of the

activities and the report on the follow-up of the actions defined.

The management of the component parts of the property is divided into two distinct areas, the responsibilities of which fall to different institutions. The first concerns the conservation and maintenance of the component parts, which is entirely under the responsibility of the DMPA (ONAC-VG), the Souvenir Français, the CWGC, the ABMC and the VDK, and the States of Canada, Australia, South Africa, Italy, Portugal and Denmark.

On the other hand, everything related to the enhancement and protection of the areas surrounding the component parts falls to local and regional authorities. The management plans are defined at the departmental level, under the impetus of directives by the transnational steering committee and at the national level. Then each departmental action plan is composed of local action plans. If municipalities and departments can organize conservation and maintenance actions around these funerary and memorial sites, it is not their responsibility to intervene in the burial and memorial sites themselves.

In ICOMOS' view, the role of the Territorial Conference is not fully clear, nor is it clear how the current sites' managers (ONAC-VG), Souvenir Français, CWGC, ABMC and VDK, the municipalities, and the States of Canada, Australia, South Africa, Italy, Portugal and Denmark are involved in the management system.

In principle, management institutions for cemeteries and memorials must be integrated into management plans, at international, national and local levels, due to their responsibilities in the matter. In addition, they often provide full funding for the conservation and maintenance of their sites.

In ICOMOS' view, the management of the component sites differs in approach, responsibilities and effectiveness.

An overall transnational coordinated management structure has been established but this has not so far affected the way in which each agency or actor carries out the management of the sites for which they are responsible. The management approach appears still fragmented and it varies not only in relation to the organism in charge of the management but also to the size and relevance for visitors of the sites. Besides the overall management structure developed by the Transnational Steering Committee, for each cemetery, monument and ossuary, the different stakeholders have their own system of management. The management can be carried out by governmental agencies, by the municipalities in which the site is located, or by volunteer associations. The absence of a common approach to conservation and management results in considerable differences in the way the cemeteries and sites are dealt with.

The additional information provided by the States Parties to address the issues raised by the ICOMOS Interim report with regard to the transnational management, reiterates what was explained in the Management Plan, adding that the main management structures have met regularly since November 2017.

The additional information confirms that there are different management approaches, some based on planning whilst some are more reactive in nature, that is to say, interventions are carried out when deterioration is ascertained.

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

The Management Plan annexed to the nomination dossier explains that transnational management will become effective only after inscription.

No overall management plan is mentioned: sites in Wallonia are said to be covered by one management plan, and the same goes for the sites located in Flanders. In France, management plans exist at the departmental level.

In Wallonia the plan includes a local action plan based on 7 categories: 1) heritage management and territorial planning, 2) civic participation, 3) education, 4) cultural and tourist enhancement, 5) scientific research, 6) international cooperation, 7) marketing and communication.

In Flanders, the action plans are developed around five themes: heritage, tourism, education, culture, communication.

In France, the department plans offer a synthesis of the governance and orientations for management, conservation, protection and enhancement set up at the department level. The department plans aim at involving the local actors around the national main management actors. The management guidelines are developed around 4 axes: protecting, conserving, knowing, enhancing.

ICOMOS notes that the main structuring elements for the management plans in Wallonia, Flanders and in the French departments differ from one another and it seems difficult to achieve a comprehensive transnational vision and approach. ICOMOS also observes that most of the sites do not enjoy an individual management plan with indications of principles and approaches to be followed; at best, specifications are provided for each and every bit of work to be carried out. This influences the quality of interventions to maintain the sites and also the overall unevenness in management approach.

ICOMOS finally observes that the nomination dossier appears to say little about approaches to interpretation, although at some sites, e.g. the Historial in Peronne, the

'In Flanders' Fields' Museum at Ypres, and at visitors' centres such as at the Thiepval Memorial to the Missing of the Somme and at the Hartmannswillerkopf, an updated interpretation is provided. The lack of an explicit common approach to interpretation that goes beyond the celebration of the individual burials of the soldiers who died in action appears as one of the weaknesses of this nomination.

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In conclusion, ICOMOS considers that an overall and coherent management and conservation approach needs to be developed and agreed upon among all actors, particularly those responsible for the daily management and maintenance, able to respect the specificity of each site and at the same time to provide a common framework. It is crucial to develop a common interpretive approach that, in ICOMOS' view, should inform also any revised nomination that might be further worked upon.

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## 6 Monitoring

The nomination dossier reports that monitoring is carried out in each country according to the respective legal framework.

ICOMOS considers that a monitoring system needs to be set up in order to ensure the periodical assessment of the state of conservation and of the effectiveness of the conservation/maintenance measures at each component site based on the same set of indicators, for the purpose of comparability. ICOMOS also considers that a monitoring system to assess the effectiveness of management objectives would also assist in their implementation.

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In conclusion, ICOMOS considers that a common monitoring system needs to be developed and agreed upon between the two States Parties in order to ensure a common approach to periodical evaluation of the state of the nominated property and of its component sites.

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## 7 Conclusions

Proposing funerary and memorial sites of the First World War on the Western Front for inscription on the World Heritage List is a vast undertaking. Through its sheer size and detail, the nomination dossier clearly demonstrates how much effort and sincerity has gone into it. It is an impressive work that has produced a great documentation and an historical record of important value.

However, this nomination raises several questions, some of which are fundamental, such as the understanding of the cultural significance of the nominated series and its context, and thus what the States Parties aim to commemorate through this nomination. This lack of clarity affects the selection of the components and their consistency with the

arguments put forth to justify the nomination, hindering the integrity and solidity of the series as a reflection of the proposed justification for potential inscription.

Whilst the nomination is extremely broad, it appears, on the other hand, far too narrow and limited when it discusses and defines the proposed property's Outstanding Universal Value and the underlying issues of its manifold cultural significance.

In essence, this nomination dossier and the additional information provided in September and November 2017 and finally in February 2018 do not address adequately the war that caused the immense loss of life of those buried in the nominated cemeteries, ossuaries and commemorated through the memorials, and which underpins the value of the nominated sites.

To ICOMOS, it does not seem possible to discuss and praise the great humanitarian achievement of providing millions of dead soldiers with individual graves and headstones without addressing the question of why these millions of young men had to die in a war which lasted over 4 years and caused the death of some 10 million soldiers and left more than 20 million wounded.

A more expanded understanding and reappraisal of why this war was undertaken and was to last so long, and of what reasons led to the erection of these sites in the immediate aftermath of the war, would have contributed to bring into focus how the memorialisation has interpreted, and sometimes even altered, the actual events, thus reaching a more comprehensive and multifaceted understanding of the serial property.

Whilst the focus of the justification of the proposed Outstanding Universal Value is concentrated on commemorating the effort to provide an individual burial to hundreds of thousands of soldiers fallen in combat, on the other hand the definition of the property being nominated appears somehow confused, as the selection of the sites is often not consistent with the arguments proposed to justify the series' inscription and the rationale for selection offered by the States Parties.

The supplement to the comparative analysis in response to the ICOMOS Interim report provided interesting information, attesting also to the commitment of the nomination team, who gathered much additional information not previously presented in the nomination dossier, but it cannot be seen as providing arguments for a substantial change.

With regard to the criteria, as explained in the relevant sections, their justification appears problematic: in particular criteria (iii) and (vi) do not appear justified on the basis of the information provided in the nomination dossier and in the additional information.

In ICOMOS' view, it is difficult to see the individual interment of fallen soldiers, in the first decades of the 20<sup>th</sup> century, as an outstanding witness of a civilisation or

of a cultural tradition, although it has certainly been a massive endeavour, which however was made necessary by a manmade intentional disaster. The justification of criterion (vi) does not clarify in what way the memorial rituals still regularly performed at some of these sites differ from the commemoration of the Unknown Soldier or at sites related to the Second World War; additionally, some of the arguments used for criterion (vi) might be more appropriate to substantiate a fully revised (iii). Criterion (iv) might be appropriate in so far as the funerary and memorial sites illustrate a hugely significant period in human history, namely the First World War. But the argument offered by the dossier, which focuses solely on the point that soldiers received a decent burial and well-designed funerary monuments, is too narrow and somehow ignores the tragedy that made necessary this massive undertaking.

Both integrity and authenticity of the whole series suffer from the shortcomings deriving from the way in which justification for inscription has been built, from the lack of sufficient historical perspective and from the inconsistencies in the selection of the component sites, which is not clear and does not appear to reflect in all cases the rationale proposed for the selection. This lack of clarity also has repercussions on the way the boundaries of the nominated component sites and particularly of their buffer zones have been designed. With regards to integrity it has to be noted that many sites have suffered and still suffer from development pressures.

The state of conservation is also uneven and the maintenance measures adopted by the managing bodies are often driven by budget constraint concerns or readily available materials, rather than consistency with the character of the sites. This applies, for instance, to the replacement of crosses or stelae as well as to the vegetation, which is modified to simplify maintenance.

Many cemeteries still await legal protection under the relevant heritage legislation. Following reception of additional information about the finalisation of the legal protection to the Wallonian sites, this applies today only to a number of French sites. These sites are covered by forms of protection as public properties and war cemeteries; the measures that derive from this type of protection do not guarantee that the heritage dimensions and attributes relevant for the present nomination are taken care of adequately. This is demonstrated by the transformations that have occurred in the vicinity of many of these sites, due to transport and energy infrastructure or urban development. In the rural areas, the most recent threats derive from the expanding construction of wind turbines and wind farms. Not for all components has the process for heritage designation been initiated and for a number of sites the form of protection that is sought as *site classé* or *site inscrit* implies lengthy procedures.

The management of the component sites differs in approach, responsibilities and effectiveness and an overarching management approach has yet to be developed. The Commonwealth War Graves Commission (CWGC) manages individually all the sites it is responsible for, the German War Graves Commission maintains the vegetation, the headstones and the sculptures through sub-contracting, whilst the staff of the commission supervise and inspect the conditions of the cemeteries with the municipalities where cemeteries are located and coordinate volunteer activities. American cemeteries are under the responsibility of the American Battle Monuments Commission (ABMC). They both have developed management principles to be followed. The maintenance of the cemeteries that are the responsibility of the French and Belgian Ministries of Defence does not appear to follow consistently any guidance or orientation, and there is no proper management system set up.

An overall transnational coordinated management structure has been established but this has not so far affected the way in which each agency or actor carries out the management of the sites for which they are responsible. The management approach appears still fragmented and it varies not only in relation to the organism in charge of the management but also to the size and relevance for visitors of the sites.

Besides the overall management structure developed by the Transnational Steering Committee, for each cemetery, monument and ossuary, the different stakeholders have their own system of management. The management can be carried out by governmental agencies, by the municipalities in which the site is located, or by volunteer associations. The absence of a common approach to conservation and management results in considerable differences in the ways cemeteries and sites are dealt with. Most of the sites do not enjoy an individual management plan with indications of principles and approaches to be followed; at best, specifications are provided for each and every bit of work to be carried out. This influences the quality of interventions to maintain the sites. The dossier appears to say little about approaches to interpretation, although at some sites an updated interpretation is provided. The lack of an explicit common approach to interpretation that goes beyond the celebration of the individual burials of the soldiers who died in action appears one of the weaknesses of this nomination.

In summary, ICOMOS considers that, from a technical perspective, this nomination exhibits deep weaknesses with regards to arguments used to support the justification for inscription and the criteria, and to the selection of the components. It may be questioned in terms of relevance for the theme at stake, that is, how to present a property related to the first global conflict and what message should be conveyed by this property. The definition of the boundaries of the components and of its buffer zone also appears problematic, as they do not include elements that would contribute to reflecting the

meaning and sense of these funerary sites. Due to the sheer quantity of the nominated components, serious issues arise with regards to protection, which does not seem to be in place for all components and which, even where it exists, has not proven to be effective in every case; to management, which misses an overall common and shared approach; and, even more importantly, to the way in which this series can be understood and interpreted.

Finally, ICOMOS considers that this nomination raises some fundamental issues with regard to the purpose and scope of the World Heritage Convention and its appropriateness to celebrate properties that commemorate aspects of wars and conflicts. Even when sites are proposed as a call for peace and reconciliation, ultimately their value is related to the conflict which generated them. The selection of World Heritage properties is always based on comparative analysis and it appears difficult to ICOMOS to undertake meaningful comparisons of suffering, human losses, and painful memories, or of the scale and scope of conflicts to which they were related.

ICOMOS considers that further reflection is needed on how sites associated with recent conflicts might relate to the World Heritage Convention.

In this regard, ICOMOS recalls that the World Heritage Committee has faced already in previous years similar challenges, such as when the Lake District (United Kingdom) was first presented as a cultural landscape in 1987, before this category of property was defined. At that time, IUCN recommended that on the basis of natural criteria the nomination be deferred until: [...], *The Committee decides if they wish to re-examine the need to elaborate guidelines to apply to mixed cultural and natural properties and rural landscapes, and the World Heritage Committee decided to leave open the decision on that nomination until it had further clarified its position regarding the inscription of cultural landscapes.*

## 8 Recommendations

### Recommendations with respect to inscription

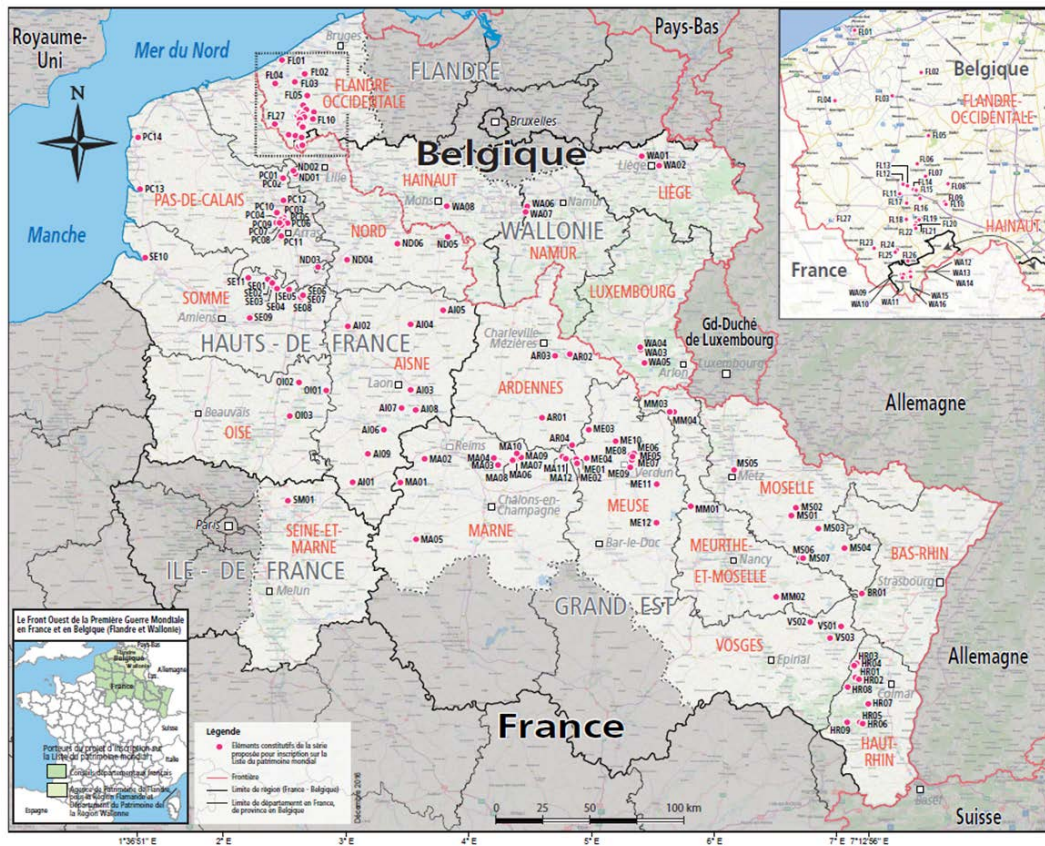
ICOMOS has devoted considerable time to assessing this nomination as it considers that it could set a precedent for future nominations associated with recent conflicts. It notes that issues and reservations emerged already at the time Auschwitz Birkenau [German Nazi Concentration and Extermination Camp (1940-1945)], Poland, was inscribed. The background for inscription outlined in the report by Michel Parent (CC-79/CONF.003/11 ANNEX) in 1979 suggested that 'in order to preserve its symbolic status as a monument to all the victims, Auschwitz should, it seems, remain in isolation. In other words, we recommend that it should stand alone among cultural properties as bearing witness to the depth of horror and of suffering, and the height of heroism, and that all other sites of the same nature be symbolized through it'. And more generally it

added that 'sites representing the positive and negative sides of human history will only be invested with real force if we make the most remarkable into unique symbols, each one standing for the whole series of similar events. On this principle, Auschwitz would be placed on the List, but would not be a precedent for a whole series of similar sites'. The World Heritage Committee also noted in its discussion that nominations of sites related to negative memories could include messages 'in contradiction with the objectives of the World Heritage Convention' (CC-79-CONF.003-13/35). Further reservations emerged as well when the Hiroshima Peace Memorial (Genbaku Dome) was inscribed in 1996. However, a comprehensive reflection on the way in which sites related to negative or divisive memories may be presented for inscription on the World Heritage List has not yet taken place.

ICOMOS considers that a cautious approach should be taken for sites associated with negative memories, such as is the case with this nomination.

Accordingly, noting the reservations expressed by the World Heritage Committee concerning the inscription of sites related to negative memories, ICOMOS recommends that the examination of the nomination of the Funerary and Memorial sites of the First World War (Western Front), Belgium and France, **be postponed** until the World Heritage Committee has undertaken a comprehensive reflection on whether and how sites associated with recent conflicts and other negative and divisive memories might relate to the purpose and scope of the World Heritage Convention, and, if considered necessary, provide guidance on how to assess the conformity of such sites with the requirements of the World Heritage Convention and its *Operational Guidelines*.





Map showing the location of the nominated properties



French-German military cemetery of Le Radan, Belgium



French national necropolis of Notre-Dame-de-Lorette, France



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## Colonies of Benevolence (Netherlands/Belgium) No 1555

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### Official name as proposed by the States Parties

Colonies of Benevolence

### Location

Provinces of Drenthe, Fryslân and Overijssel  
Kingdom of the Netherlands  
Antwerp province  
Kingdom of Belgium

### Brief description

Beginning in 1818, the Society of Benevolence founded agricultural colonies in rural areas of the United Kingdom of the Netherlands. The aim was to create an alternative to the living conditions of the urban poor. By moving this population to the countryside, the cities would be relieved of a major social problem and poor families would be given the opportunity to build up a beneficial and industrious life in the country. The colonies were created out of heath and peatland and featured orthogonal roads, ribbons of houses and small farms, and communal buildings. Later 'unfree' colonies were also founded, the last in 1825; these featured large institutions and larger farms again set in an orthogonal pattern of fields and avenues and housed particular groups of disadvantaged people with support from the State. At their peak some 18,000 people lived in the colonies.

Seven have been nominated: the free colonies of Frederiksoord, Wilhelminaoord, and Willemsoord, and the unfree colonies of Ommerschans, Veenhuizen, Wortel, and Merksplas.

### Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a transnational serial nomination of 7 *sites*.

## 1 Basic data

### Included in the Tentative List

1 December 2015

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

20 January 2017

### Background

This is a new nomination.

### Consultations

ICOMOS has consulted several independent experts.

### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 2 to 5 October 2017.

### Additional information received by ICOMOS

ICOMOS sent a letter to the States Parties on 29 September 2017 requesting information on the planning and evolution of each of the colonies of the nominated property and an augmented comparative analysis considering other responses to the social dislocation of the period whether caused by the Napoleonic Wars or the Industrial Revolution. On 2 November 2017, the States Parties sent a response including text and maps. The additional information has been incorporated into the relevant sections below.

On 22 December 2017, ICOMOS sent to the States Parties an interim report requesting additional information regarding the approach for the nomination, on the integrity of the components and on the comparative analysis.

A response from the States Parties was sent on 27 February 2018. The additional information has been incorporated into the relevant sections below.

### Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

The seven colonies are located in rural parts of the Netherlands (five colonies) and Belgium (two colonies). There were two types of colony, free and unfree (see History), and the overall pattern of the colonies depended on this status of their residents. Free colonies featured long ribbons of houses and small farms set in a pattern of orthogonal roads and fields. Unfree colonies had larger building complexes providing essential functions for the colony, housing their residents and staff. Farms in the unfree colonies were larger, also set in an orthogonally organised landscape of avenues and fields. Three free colonies and four unfree colonies have been nominated.

Additional information provided by the States Parties in November 2017 included maps with more detail about the structures and time periods of construction of the buildings that contribute to the proposed Outstanding Universal Value, but many modern structures were not identified on the maps.

The three free colonies were created between 1818 and 1821. None survive in their entirety. Although the original layout can still be discerned, part has been built over at Willemsoord which is also cut by a motorway and a railway. The only remaining original houses are at Frederiksoord. In all colonies, farm buildings were improved in the mid-19<sup>th</sup> century, and these still survive at

Frederiksoord and Wilhelminaoord. At Willemsoord no structures remain from the 19<sup>th</sup> century.

Three of the four unfree colonies were founded between 1819 and 1825, while the fourth was founded as a free colony in 1822 and recognised as an unfree colony in 1870. Some original buildings survive at Ommerschans and Veenhuizen, together with mid-19<sup>th</sup> century buildings; while at Wortel and Merksplas, buildings from the late 19<sup>th</sup> century remain. The layout of Veenhuizen has been obscured by a modern village and an ammunition depot, and at Merksplas by a cemetery. Perhaps the greatest change at four of the component sites was brought about in the early 20<sup>th</sup> century by the use of institutional buildings as active prisons at Wortel, Veenhuizen, and Merksplas, and as a maximum security psychiatric hospital at Ommerschans, particularly from the fences, walls and guard towers and new ancillary buildings that have been constructed. More recently a reception centre for illegal immigrants has been developed at Merksplas.

The seven individual colonies are described separately:

#### *Free Colonies*

##### 1 Frederiksoord, the Netherlands

Frederiksoord was founded in 1818. This component covers 311 hectares. The original headquarters of the Society of Benevolence are located here, as is the house of its founder Johannes van den Bosch. Some original colonists' houses remain laid out in ribbon patterns, together with staff housing. The farm buildings date from the mid-19<sup>th</sup> century, as do the layout of the farms. Small and medium sized unidentified buildings exist in the core of this component.

##### 2. Wilhelminaoord, the Netherlands

Wilhelminaoord was founded in 1821. It includes the former colonies of Boschoord and Oostvierdeparten. This component is 780 hectares in size. It has long ribbon avenues creating an irregular shape to the component. Several original colonists' houses, churches and other common buildings are in place. The farm complexes date from the middle 19<sup>th</sup> century and onward. One large complex of unidentified buildings is at the east end of the component in the area labelled as Boschoord.

##### 3. Willemsoord, the Netherlands

Willemsoord was founded in 1820, and covers 131 hectares. The former neighbouring colony of Westvierdeparten is part of the buffer zone. No structures from the founding period remain, although the avenues and some ribbon development are present, as are the archaeological remains of a former Jewish hamlet and associated cemetery. The western part of this component has now grown into a 20<sup>th</sup> century village separated from the more open lands by a railway and highway. These changes followed the decision by the Society of Benevolence to sell this colony in 1923.

#### *Unfree Colonies*

##### 4. Ommerschans, the Netherlands

Ommerschans was founded in 1819. It covers 428 hectares. Structures from three of the original farm complexes are present as are some mid-19<sup>th</sup> century buildings. The original central institution is now a ruin/archaeological site with a cemetery on its southern rim. A second institution dates from the late 19<sup>th</sup> century and is now surrounded by the modern buildings of a maximum security psychiatric hospital. Post-1918 staff housing is still in place at the north end along with two short streets of modern houses. The rest of the component is a series of large modern farms set in the grid of avenues, many of them lined with rows of trees.

##### 5. Wortel, Belgium

Wortel was reorganised as an unfree colony in 1870. This component is 404 hectares in size. The layout of roads and fields dates to the founding of the colony, but the oldest structures are from the Belgian building programme that started in 1870. Structures for one farm and staff houses remain as does a large colony institution which is now an active prison. The core of this component is surrounded by farm fields and the outer edges of the component are largely forested. The northeast portion of Wortel is now a nature reserve, it too has the avenue grid of the rest of the component. A cemetery is in the northern part of this component.

##### 6. Veenhuizen, the Netherlands

Veenhuizen was founded in 1823. The largest of the component sites, it covers 1660 hectares. Some buildings from the founding period are present, as are many late 19<sup>th</sup> century institutional structures and extensive staff housing. Some of the former ensembles of communal buildings are now noted on the maps provided by the States Parties as areas of archaeological value. A modern village exists in the south-central part of the component. Two active prisons are present, occupying some of the colony's buildings, as is a prison museum. The northeast corner of the property has a 50 hectare ammunition depot that features many bunkers in a grid pattern. Areas of forest exist today at the north and south edges of this component.

##### 7. Merksplas, Belgium

Merksplas was founded in 1825. This component site is 554 hectares in size. No structures date before 1859 and, as with Wortel, most structures, including the state institution in the centre of this colony date from the late 19<sup>th</sup> century. An active prison is located in these central buildings. Several businesses occupy other parts of the central complex that are not used by the prison. A chapel dates to this period as do other peripheral common buildings, staff houses and the farm complex. A large cemetery is in the northern part of the component. Small areas with forest are on the north and east sides of this component site.

## History and development

The United Kingdom of the Netherlands (today the countries of the Netherlands and Belgium) came out of the Napoleonic wars as a newly united country with a weakened economy and a pressing social problem of increased poverty. The Society of Benevolence was formed as a voluntary association to address poverty on a national scale. This social experiment created colonies that aimed to bring heathland and rough ground under cultivation by poor people, who would earn their living through working the land. The two-fold inspiration was the Dutch tradition of reclaiming land and ideas derived from the Enlightenment on the malleability of humans, i.e. people's lives were not dictated by providence, but with training and guidance could be changed for the better.

The Society gained royal patronage, took memberships and formed local committees who would select colonists from the poor of their municipalities. At first, participation was voluntary. The first colony, Frederiksoord was formed in 1818 on land purchased on the margins of the province of Drenthe. Fifty-two houses and small farm lots were laid out in a regular pattern along with some communal buildings. Families would learn to work their land with guidance and eventually become self-sufficient. More land nearby was purchased and more colonies were formed in quick succession, becoming the colonies of Willemsoord and Wilhelminaoord. Problems soon arose, the farm plots were too small to provide for the families, and manure for fertilizer had to be imported. Later colonies had larger family plots, although they never achieved the goal of self-sufficiency and the colonies had to rely on aid from the state.

The Society of Benevolence sought other sources of revenue to support their activities. They contracted with the State to settle orphans in a colony, soon followed by another for beggars and vagrants. This led to the creation of the unfree colonies of Ommerschans and Veenhuizen, with large dormitory type structures to house the colonists and larger centralized farms for them to work under the supervision of guards.

In 1821, a second branch of the Society was formed in the southern provinces of the kingdom. The following year, work began on the free colony of Wortel, arranged in similar fashion as the free colonies in the north, with small farm plots and houses ranged in lines around a central intersection with a spinning hall, a school/church, a director's house and a warehouse. An unfree colony was also begun for beggars. Merksplas originally had a large central building with dormitories, a school, an infirmary and staff housing, four large farms with sheep pens, and a bakery.

By 1827, the Society of Benevolence owned over 7,000 ha of land, with 2,700 ha under cultivation. Together, the colonies had 6,744 residents living in 500 buildings. There were however a number of problems that quickly emerged. Many of the colonists were not physically fit enough to farm. Harvests were often poor, and there was a lack of fertilizer so that manure had to be

imported from elsewhere. Belgium separated from the Netherlands in 1830 and the southern Society found it difficult to raise enough money to fund its operations. It went bankrupt in 1842. Both Belgian colonies seem to have been essentially deserted until 1870 when the state took them over as workfarms for beggars and vagrants. A building programme began and the core area of Merksplas grew into a large ensemble of dormitories and common buildings with a new chapel on one side. Staff houses, farm buildings, a school, a hospital and multiple workshops were also added. The number of inmates increased from 800 in 1879 to 5,291 in 1911. Wortel also saw a major building episode as it was converted from a free colony of small houses and small farms to an unfree one with large institutions and large farms. In the 20<sup>th</sup> century, special sections were set up to care for epileptics and people with tuberculosis. Merksplas became a genuine penal institution after the Second World War with the addition of fences, walls and guard towers.

Similar problems in the Netherlands led to the government taking over the unfree colonies of Ommerschans and Veenhuizen in 1859, leaving the Society to run the remaining three free colonies. Orphans were no longer accepted, and a major reorganization and rebuilding program began at the unfree colonies under direction of the state. The old institute at Ommerschans was pulled down and a new building for boys with behavioural problems, the Veldzicht, was built on the northern edge of the colony. Industrial activity was added to the work program alongside the agriculture and forestry. Later in the 20<sup>th</sup> century, the boys' building at Ommerschans became a state institution for the criminally insane. It now hosts a maximum security psychiatric centre. At Veenhuizen, the Ministry of Justice took over the management of the colony and a major building program began in 1884 with new ensembles of buildings replacing the old ones. A Roman Catholic Church, guard's barracks, new farms and industrial buildings were also erected. Agriculture was now combined with industrial activity at a grain mill and slaughterhouse. Prisoners began to be housed at Veenhuizen after 1918 and a wide range of people were held there: conscientious objectors, smuggler, Jewish refugees in 1938, war criminals after 1945 and violators of the Road Traffic Act. Two active prison still operate at Veenhuizen.

The three remaining free colonies in the Netherlands were also reorganized in the mid 19<sup>th</sup> century. The Society of Benevolence created larger farms to be run collectively rather than individually. Poor farmlands and heaths were converted to forestry. A school of horticulture was started in 1884 and one for forestry three years later. The population of the colonies slowly declined as did the resources of the Society of Benevolence. In 1923, the sale of the Willemsoord colony began, with its land and buildings auctioned off to private individuals. After the Second World War, the Society took in young offenders who were cared for and put to work on a learning farm. Portions of the other two free colonies were also sold.

Today, the Society of Benevolence is still active in the Netherlands and owns 1,300 hectares of land, although it is not clear how much of this is within the property or the buffer zone. The Society still operates some social programs, but most of its work is now concerns the heritage preservation of its original colonies, Frederiksoord and Wilhelmeinaoord.

Kempens Landschap, a land trust operating in the province of Antwerp, has been active in the Belgian colonies since 1997, owning land, conserving structures and encouraging contemporary use of the property. Institutions are still present today in the unfree colonies, with prisons at Wortel, Veenhuizen and Merksplas, a psychiatric hospital at Ommerschans and a reception centre for illegal immigrants at Merksplas.

Additional information received from the States Parties in February 2018 describes the social history of the colonies, illustrating the circumstances by which people could be admitted to or dismissed from the colonies, both free and unfree. Poor families could apply to become residents, although the aid they received was counted as debt to be repaid. A few colonists found work inside the colonies, others left after finding work outside. Some were promoted to the status of free tenant farmers and children born in the colonies could leave upon marriage. However, many colonists died during their residency and they are buried in eight cemeteries that are located in the colonies.

At their peak in the mid-19<sup>th</sup> century, over 11,000 people lived in the Dutch colonies and this number slowly dropped through the remainder of that century and the following one. The population of the Belgian colonies peaked in 1910 with 6,000 residents. The practice of agriculture continued in the unfree colonies of the Netherlands until 1953 and until 1993 in Belgium. Private individuals farm the cultivated lands of the colonies today.

### **3 Justification for inscription, integrity and authenticity**

#### **Comparative analysis**

The Colonies of Benevolence are presented as the earliest and best preserved example of a national, utopian system of agricultural colonies to tackle poverty. Two themes are considered in the Comparative Analysis, 1) agricultural settlements resulting from land reclamation, and 2) experiments in social engineering to address poverty, inspired by the Enlightenment.

A long list of 226 sites was developed that related to at least one of the two themes and this list was whittled down by applying the criteria noted above and a time frame from 1750 to 1918 to identify sites that derived from the same intellectual movement as did the Colonies of Benevolence. Few sites operated at the scale of the Colonies. New Lanark (United Kingdom (2001, criteria (ii), (iv) and (vi)) is a small village designed to support a

cotton mill. The Francke Foundation Buildings of Halle, Germany (Tentative List) were aimed at poverty reduction but only operated in one city and were begun in an earlier era. The Australian Convict Sites (2010, criteria (iv) and (vi)) were excluded as their aim was punishment rather than poverty reduction. On the theme of land reclamation, polders such as Beemster Polder (Netherlands, 1999, criteria (i), (ii) and (iv)) and Landscape of Grand Pré (Canada, 2012, criteria (v) and (vi)) were both reclaimed from the sea rather than heathland. Neither property was linked to the second theme of poverty reduction. In this way, the longlist was whittled down to a short list of 11 sites which were subjected to a detailed comparison. None of these 11 sites are on the World Heritage list or any Tentative List.

Five criteria related to the two overarching themes were then identified as the specific comparables: 1) Interaction with the environment, 2) Designed as a system on a national scale, 3) Use of the cultural landscape for poor relief and agriculture, 4) Scale and impact, and 5) Social experiment. Of the 11 sites subjected to detailed comparison, five are from Germany, three are from the United States of America and one each is from the United Kingdom, the Netherlands, and Belgium.

New Harmony, United States of America, was in part inspired by the Colonies of Benevolence, but it was a small, short-lived settlement (1825-1829). The three sites of Mettray Agricultural colony, Germany (1839-1937), Rauhe Haus, Horn, Germany (1833-present) and Ruiselede, Belgium (1849-present) were all designed for difficult or disadvantaged youth. The German sites were large settlements, but they did not have the same degree of landscape organisation as did the Colonies of Benevolence. The remaining German sites, Arbeiter Kolonien Wilhelmsdorf (1882-1995), Hamburger Arbeiter Kolonie Schäferhof (1891-present), and Arbeiter Kolonie Lühlerheim (1886-present), Hadleigh of the Salvation Army Colony, United Kingdom (1899-present), and Het Hoogeland, the Netherlands (1894-present) were all founded later in the 19<sup>th</sup> century as part of a Protestant revival. They do not match the Colonies of Benevolence in terms of preserved structures or landscape organization. Finally, two utopian colonies in the United States, Fairhope Colony (1894-present) and Arden (1900-present) were later voluntary utopian settlements that did not have the social objectives of the Colonies of Benevolence.

In sum, the States Parties argue that no property on the World Heritage List or Tentative lists is comparable to the Colonies of Benevolence. No other site is comparable either in scale, degree of landscape organisation or social objective.

ICOMOS considers that the comparative analysis as presented in the nomination dossier narrowed in focus too quickly, excluding other categories of possible comparators. The United Kingdom of the Netherlands was not the only country in Europe to face the problem

of urban poverty in this era, i.e. after the end of Napoleonic Wars and during the early years of the Industrial revolution. Many European countries experienced similar problems and crafted their own responses, but these have been excluded from the comparisons because they did not involve reclaiming land for agriculture.

ICOMOS considers that the Colonies of Benevolence should be understood within the wider political and economic context of the industrialising countries of Western Europe in order to demonstrate why they might be considered as an exceptional response. ICOMOS asked in its interim report for the States Parties to provide possible comparisons to other Utopian colonies that were developed during a similar timeframe to address similar social problems, especially religious colonies, and prison or convict labour colonies which also operated at a large scale. These latter categories are not confined to Europe. It was considered useful to see a wider comparison to these other phenomena in order to understand how the Colonies of Benevolence might be considered distinctive.

Additional information received from the States Parties in February 2018 explains thoroughly the initial framing of the comparative analysis, situating the Colonies of Benevolence within the range of responses to poverty reduction adopted in Europe in the early 19<sup>th</sup> century. Categories of sites related to poverty reduction such as allotment gardens, garden cities and smallholding schemes were added to the original categories that included almshouses, workhouses, penal colonies, utopian religious communities, and home colonies for the unemployed and colonies for young offenders. These categories were examined against the criteria of 1) social engineering in which people were reformed by labour, 2) agricultural settlements with a social aim, and 3) operation at a large scale (nationwide or national). When considered in this light, only the categories of home colonies for the unemployed and those for young offenders were comparable to the approach represented by the Colonies of Benevolence. Penal colonies had different aims, as they were focused on punishment rather than reform of the individual. Utopian religious colonies did not operate at the scale that is found among the Colonies of Benevolence.

In re-examining the shortlisted sites noted above in the original comparative analysis, the utopian religious colonies are now excluded, and among the remaining sites, which are described above in the original analysis, all represent home colonies that used agricultural labour as a means to reform the individual, none operated at the scale seen at the Colonies of Benevolence.

The States Parties argue that the serial approach is justified to represent the two basic typologies of the free and unfree colonies, and also their development and adaptation to serve different target groups and to respond to the functional needs of each colony and the changing social and legal frameworks of each country.

ICOMOS thanks the States Parties for this addition to the comparative analysis, which now sets the Colonies of Benevolence apart from other heritage sites that represent a means of poverty relief or social engineering as practiced in 19<sup>th</sup> century Europe. It also clarifies the basic typology of the free and unfree colonies and how the components have been chosen to represent a range of adaptive responses as the colonies evolved over the course of the 19<sup>th</sup> century. While ICOMOS understands this approach, colonies need to be chosen to satisfy conditions of authenticity and integrity so that they clearly reflect the ideals relating to poverty reduction that guided their foundation.

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ICOMOS considers that the comparative analysis might justify consideration of a selection of Colonies of Benevolence for the World Heritage List, but the sites chosen would need to reflect clearly the ideals that guided their foundation.

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#### **Justification of Outstanding Universal Value**

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

- The Colonies of Benevolence are an early social experiment in poverty reduction
- They operated at a national scale
- Agriculture was meant to provide work and food for the colonists
- The project was rooted in the ideals of the Enlightenment.

After its first Panel meeting, ICOMOS observed to the States Parties that what has been proposed in the justification of Outstanding Universal Value mainly relates to the founding period of the colonies (1818 to 1825), while later periods represent an evolution of this original plan. However, ICOMOS also noted that large amounts of what is seen on the ground within the property today are the result of later developments that have led to the creation of prisons, and institutions that relate to the roles of the State in social control, roles that are different from the original intent of the colonies, i.e. poverty reduction, which obscure the original layout.

Additional information received in February 2018 stresses the differences between the unfree colonies and prisons during the course of the 19<sup>th</sup> century. The States Parties point out that the late 19<sup>th</sup> century structures at the unfree colonies were not built as prisons, nor did they function as prisons did at that time. The States Parties also provided a slightly revised Statement of Outstanding Universal Value in February 2018 although changes made amount to nuances to the original arguments.

ICOMOS acknowledges that the characterisation of the late 19<sup>th</sup> century developments in the unfree colonies are different from prisons, but it also notes that Wortel, Veenhuizen, and Merksplas became genuine penal

institutions in the early 20<sup>th</sup> century and thus have been used in this way for longer than they existed as unfree colonies.

One of the key issues is how far the series of a whole, and each of the colonies individually, might be said to reflect the ideals and idealism that characterised their founding as social experiments in poverty reduction.

ICOMOS does not consider that the free and unfree colonies were created for the same reasons or to reflect the same ideology. The unfree colonies arose from the lack of sustainability of the free colonies but in changing the model departed from the original rationale.

ICOMOS considers that it is essential that sufficient attributes exist within the series to allow an understanding of how the original colonies were laid out as harmonious farming landscapes, the care that was given to the design of houses, farm buildings and institutions, and how people lived and worked within them. All this implies a degree of intactness to understand the functionality of the overall settlements.

ICOMOS considers that currently the series as a whole falls short of demonstrating fully these ideas: some sites have been altered to the point where what remains does not readily reflect what existed when they were functioning as farming colonies linked to poverty eradication, while others were built for different aims. Changes have also been significant. These changes are considered below.

### **Integrity and authenticity**

#### **Integrity**

The States Parties state that the basic principle and the objective of the Colonies of Benevolence remain recognisable in the orthogonally structured landscape with avenues, meadows, fields and forests, and with the characteristic houses, farms, institutions, churches, schools and industrial buildings.

It is suggested that since their founding, the Colonies' landscapes have been enriched and modernised. Of the current buildings some were built by the Society of Benevolence, some by the Belgian and Dutch governments (unfree Colonies) and some by private individuals (free Colonies). Some of the changes have affected their visual integrity through the effects of privatisation and temporary neglect. Adaptive re-use has occurred in unoccupied buildings.

There is said to be no pressure of urbanisation from the surrounding areas.

ICOMOS notes that the boundaries of the Dutch colonies of Wilhelminaoord, Willemsoord, Ommerschans and Veenhuizen are all reduced from those that existed during their founding period. Portions where integrity has been judged to have been lost have been omitted from these colonies. Also, uncultivated or sparsely cultivated

lands have been excluded from Wilhelminaoord and Veenhuizen.

Frederiksoord, Wilhelminaoord and Willemsoord retain avenues, with a rhythmic pattern of house placement reflecting the ribbon layout of the founding period of these colonies, but at Willemsoord part of the layout has been obscured by new housing, the layout of Veenhuizen has been obscured by a modern village, and at Merksplas by a cemetery. The 20<sup>th</sup> century by the use of institutional buildings as active prisons at Wortel, Veenhuizen, and Merksplas, and as a maximum security psychiatric hospital at Ommerschans, has also impacted adversely on the coherence of the landscape.

ICOMOS notes that there are other specific issues with integrity of individual components, especially the unfree colonies and Willemsoord. These problems are described below.

For Frederiksoord, the integrity of this colony is largely intact; there are a few small to medium sized structures in the most built up portion of this component that have not been identified on any of the maps or lists provided by the States Parties.

For Wilhelminaoord, as noted above not all of the original colony is included in the boundaries. There is a complex of structures that have not been labelled or described in the eastern part of this component called Boschoord. Some large new farm buildings have been noted by the technical mission in this component, although they do not appear to break up the rhythm of the landscape. The modern village of Wilhelminaoord has been placed in the buffer zone rather than the colony itself. The rest of this colony has integrity.

For Willemsoord, much has been lost. In the western half of the component, this colony is now part of a village and there has been much infilling of houses between the original house and garden lots, with the result that the original spatial pattern is no longer readable here. A motorway and a railway cut the colony in two and in the eastern agricultural part of the component, most of the original extent of the colony has been excluded. Only a short stretch of agricultural ribbon development is included. Not only is Willemsoord the smallest of the components, it also represents the smallest area in comparison to the original size of the colony in its founding period.

For Ommerschans, there is a large modern high security institution at the north end, the Institute for Transcultural Psychiatry. The Veldzicht building is part of this complex, and is completely surrounded by modern buildings. There is also a small neighbourhood of modern houses adjacent to a row of post 1918 staff houses at the north end of the component.

For Wortel, an active prison now occupies the central institutional buildings of this Colony. The limits of this prison are not mapped, nor are descriptions provided of

several modern steel-roofed buildings that exist behind the prison wall.

For Veenhuizen, many changes have taken place and impacted on the integrity of this component. Two prisons occupy two of the Colonies' complexes of dormitories and common buildings. Their limits are not mapped. A 50 hectare ammunition depot is in the northeast part of the component and a small neighbourhood of modern houses is in the south-central portion.

For Merksplas, many of the late 19<sup>th</sup> century central buildings have been incorporated into a modern prison whose limits have not been mapped. Modern structures and features such as parking lots surround the older prison buildings. Also, ICOMOS has not been able to identify the location of the reception centre for illegal immigrants at Merksplas that is described in the dossier.

While the changes made during the 19<sup>th</sup> century can be said to reflect the evolution of the colonies as social communities, the changes made during the early 20<sup>th</sup> century and since related to new housing, cemeteries, active prisons, state institutions and other complexes, impact on the coherence of the settlements.

ICOMOS sees these changes as impairing the integrity of some components and thus the overall series as currently presented.

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ICOMOS considers that the conditions of integrity of the whole series have not been met; and that the conditions of integrity of several of the individual sites that comprise the series have not been met.

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#### Authenticity

The States Parties argues that the structure of the cultural landscape, the existing buildings and plantings, and the archaeological sites authentically and credibly tell the story of the Colonies of Benevolence, from their inception to the present day.

It is suggested that the use of the Colonies for agricultural purposes and the objectives formulated by the Society of Benevolence two centuries ago, have been supplemented with new functions which connect the original social significance of the Colonies with contemporary interpretation and adaptive reuse. Consequently, the connecting factor is not one 'authentic' period, but the landscape structure which has developed over time.

ICOMOS considers that this justification for authenticity is not quite in line with the proposed Outstanding Universal Value that does not encompass their evolution to the present day as ongoing social communities. If authenticity is narrowed to relate to the 80-90 year period when the free and unfree colonies flourished, then the changes that have taken place in many of the component sites impact adversely on their potential to convey the ideals and idealism associated with their

founding. There is also a further issues as to whether the unfree colonies can reflect these ideals.

While ICOMOS accepts that the original purpose of the colonies no longer prevails, if they are to convey stuffiest attributes of the proposed Outstanding Universal Value, then uses need to be found that are sympathetic and allow the overall cultural landscapes to be read in a way that clearly reflects the ideals relating to poverty redetection that guided their foundation.

The closed nature of some of the current institutions and their new buildings and security barriers mitigates against that aim. This situation prevails in the colonies of Veenhuizen, Wortel, Merksplas, and Ommerschans-

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ICOMOS considers that the conditions of authenticity of the whole series have not been met; and that the conditions of authenticity of several of the individual sites that comprise the series have not been met.

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ICOMOS considers that the conditions of integrity and authenticity have not been met for the proposed series.

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#### Criteria under which inscription is proposed

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

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

This criterion is justified by the States Parties on the grounds that the property bears testimony to an exceptional and large-scale early 19<sup>th</sup> century utopian experiment in social engineering, with the objective of eradicating poverty through a system of agricultural settlements. The seven Colonies demonstrate the evolution of the system, with both free and unfree Colonies encompassing traces of their successes and failures.

ICOMOS considers that the Colonies of Benevolence can be seen as part of a wider responses to poverty reduction adopted in Europe in the early 19<sup>th</sup> century. These aimed to address mass poverty prevalent in some urban areas. The ideals behind these social 'experiments' did in turn pay homage to the ideals of the Enlightenment that developed in Europe in the 18<sup>th</sup> century and specifically to the idea of improvement of individual. In that sense the Colonies can be seen as reflecting a specific aspect of this cultural tradition – improvement through working the land. While other responses were also linked in some ways to the land, none operated at the scale of the Colonies.

One of the key issues is how far the series of a whole and each of colonies individually might be said to reflect the ideals and idealism that characterised their founding as social experiments in poverty reduction. ICOMOS considers that it is essential that sufficient attributes exist to allow an understanding of how they were laid out as

harmonious farming landscapes, the care that was given to the design of houses, farm buildings and institutions, and how people lived and worked within them. All this implies a degree of intactness to understand the functionality of the overall settlements.

The Colonies of Benevolence were ultimately not wholly successful but their scale meant that many tens of thousands of people lived in them during the 80-90 years they were functioning as housing for individuals and families. They were thus a significant experiment. If elements of that experiment are to be seen to have Outstanding Universal Value then the surviving evidence must very clearly reflect the full scope and intention of the scheme.

ICOMOS considers that currently the series as a whole falls short of demonstrating fully these ideas: many of the sites have been altered to the point where what remains does not readily reflect what existed when they were functioning as farming colonies linked to poverty eradication and changes have been significant. There is also an issue in relation to how far the unfree colonies can be seen to be a continuation of the idealist approach of the original colonies. These issues are considered further below.

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ICOMOS considers that this criterion has not been demonstrated for the proposed series at this stage.

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*Criterion (v): be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;*

This criterion is justified by the States Parties on the grounds that property is an exceptional series of systematically constructed agricultural settlements, cultivated as 'islands' in inhospitable heath and peatland areas. The orthogonal structure and the distinctive layouts of the landscape reflect the varied character of the free and unfree Colonies. The strict hierarchic structure and dimensioning, with the carefully considered placement of buildings and plantings, was instrumental in the intended influencing of the behaviour of the inhabitants.

ICOMOS considers that this criterion is more appropriately used for a property that reflects the traditional interaction of communities with their environment over time. Such a property would reflect the constraints and opportunities offered by the environment. In the case of the Colonies of Benevolence, the settlement and their agricultural lands were designed to be implanted on the environment and do not reflect traditional practices or any sort of traditional interaction with the environment over time. ICOMOS does not consider that this criterion can be demonstrated for the nominated series.

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ICOMOS considers that this criterion has not been demonstrated for the proposed series.

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

This criterion is justified by the States Parties on the grounds that this nationally organised experiment in poverty reduction was a social initiative of the elite and the national government. It combined traditional Christian values like charity and work ethic with fundamental ideas of the Enlightenment, such as the belief in emancipation, makeability, self-reliance, freedom of religion and the relationship between individuals and the State. The experiment had a major international impact on thinking about edification of the masses, social mobility and the role and responsibility of the State, and it marks an early step in European development towards the subsequent welfare state.

As set out above, ICOMOS considers that the series is associated with the ideas that are set out and these do have links with the Enlightenment thinking of 18<sup>th</sup> century Europe. But they are part of much wider movement that was prevalent across Europe at this time and the colonies cannot be seen as an exceptional manifestation of those altruistic ideas.

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ICOMOS considers that this criterion has not been demonstrated for the proposed series.

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ICOMOS considers that criteria (iii), (v) and (vi) have not been demonstrated for the proposed series.

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ICOMOS considers that the serial approach is justified and ICOMOS considers that the selection of sites is not appropriate due to problems with integrity and authenticity of some of the components as they have been proposed.

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#### **4 Factors affecting the property**

Although the colonies are in rural areas, villages and towns are close by, and there is risk of further urban development in and around the Colonies. This situation can already be seen at Willemsoord, where the western half of the component representing this colony is now part of a village. At each of the other components, nearby urban fabric abuts portions of the boundaries.

Another factor is the pressure from incremental change that could lead to the loss of spatial form. One attribute of the landscape is the orthogonal layout of avenues that cross each other rhythmically. ICOMOS considers that it is fundamental that there is no change in the grid dimensions that characterize each Colony (which vary from smaller plots in the free Colonies to the larger ones



in the unfree ones). These changes have already occurred at Willemsoord, with damage to its integrity and authenticity.

Changes can also happen in the spatial pattern due to the erection of new buildings, whether for residential use or as farm buildings. ICOMOS notes that the full or final extent of what construction will be allowed is not fully described in the documentation that has been provided.

This issue also applies to the acceptable size of new structures, especially farm buildings, some of which are far larger than any building constructed in the 19<sup>th</sup> or early 20<sup>th</sup> century. It is likewise important that the States Parties define the allowable enlargement of these buildings, as an increase in their size is detrimental to the reading of a 19<sup>th</sup> century agricultural system.

Changes in agricultural practices or in what crops are grown should be carefully considered. For example, greenhouses should not be allowed in the landscape, as they were not a part of the system of agricultural practice in the colonies.

The operational requirements of the current prison and detention uses (fencing, exclusion zones, parking lots, potential redevelopment as security needs change) also contributes to the loss of spatial cohesion of the components. The incompatibility of detention facilities with tourism is also a factor.

No wind turbines are present in the nominated property, nor are they allowed. The use and placement of solar power panel is discussed in the management plan – tensions are noted between rooftop placement and locating solar arrays on nearby open ground. Each type of location creates its own issues with visual impact.

ICOMOS notes that there is minimal organized tourism at present, although aggregate tourist numbers for some components are substantial. The prison museum at Veenhuizen has an annual attendance of 115,000 visitors per year. At present, only basic facilities exist to cater to the needs of tourists, although a network of visitor centres is planned. There has been no analysis of the tourism carrying capacity of the nominated property. Minor roads within the colonies are very narrow, especially the tree lined avenues, such that a car travelling in one direction could not pass a tractor or a bus going the other way.

The dossier notes that floods are a natural risk to the property and that flood protection systems are in place, but little detail has been provided. Another potential natural risk is damage to trees and avenue plantings from high winds during storms.

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ICOMOS considers that the main threats to the property are uncoordinated incremental changes in the structure of the farms and in the expansion of adjacent villages.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

The boundaries of the components and buffer zones are complex and difficult to understand from the mapping that is included in the nomination dossier. The components of Frederiksoord and Wilheminaoord touch in places, while Wilheminaoord and Willemsoord share a common section of buffer zone, but nowhere is this mapped out clearly.

ICOMOS observes that the ribbon development of Willemsoord colony that originally connected it to Wilheminaoord is now part of the buffer zone. In this case, the buffer zone seems to signal a loss of integrity such that it could not be considered as part of the property. Three other colonies, Ommerschans and the Belgian colonies of Wortel and Merksplas have no buffer zones at all. The States Parties argue that the cores of each of these components are far enough from their edges that no buffer zone is necessary. At Wortel, two greenhouses have been built just outside the property and these structures about the boundary directly. A buffer zone surrounding this component would aid in the control of this type of incompatible development.

ICOMOS recommends that a better rationale should be provided for the delineation of buffer zones.

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ICOMOS considers that the boundaries of the nominated property are not consistent in the logic of what they include or exclude. The buffer zone is likewise not consistent in its rationale and in the degree of protection that it affords the property.

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### Ownership

The components all have a mixed pattern of ownership. The Dutch colonies have a mix of public and private ownership, while the two Belgian colonies are publicly owned in their entirety. In all cases, public lands are held by a number of bodies at the national, regional and municipal level, including judicial institutions, water management boards and nature organisations. There is no breakdown of the percentage owned by each type of party nor any map that shows the pattern of types of ownership within each component. In the Netherlands, the Society of Benevolence still owns some property and buildings at Frederiksoord and Wilhelminaoord, but it is unclear how much they own within the property or in the buffer zone. In Belgium, the Kempens Landschap land trust is a major landowner.

### Protection

At the national level, all the Dutch colonies are fully or partially protected as villagescapes, except for Willemsoord. In Belgium, Wortel and most of Merksplas are protected cultural heritage landscapes. An environmental permit is required for (re)building or demolition within a protected villagescape. In protected cultural heritage landscapes in Belgium, owners and

administrators are under the obligation to keep the landscape in good condition by carrying out maintenance and preservation works. The Flemish Region issues binding advice regarding heritage in protected areas.

ICOMOS notes that Willemsoord is the only Dutch component not to have national status as a protected villagescape, and this lack can be seen as an echo of the problems with the integrity of this colony, noted above.

ICOMOS notes that various protected areas do not always align with the boundaries of the components. This is seen in the extent of the protected villagescapes at Frederiksoord, Wilheminaoord, and Veenhuizen, where some parts of the components are not protected and some protected areas extend beyond the component boundary.

ICOMOS recommends that the national villagescape and other landscape protections should be aligned with the boundaries of each component.

In both countries, representative buildings have been granted monument status and are protected within the structure. A total of 232 buildings and building ensembles are protected as individual monuments.

In the Netherlands, legislation for spatial planning and heritage is currently being simplified. A new Heritage Act has entered into force on 1 July 2016. Regarding immovable heritage, this Act focuses on the preservation, the protection and the restoration of national monuments and archaeological monuments. Until 2019, the spatial protection of the heritage values is regulated through the Spatial Planning Act. A new Environment & Planning Act will enter into force in 2019 and will regulate the protection of heritage values. The Environment & Planning Act will provide opportunities for the integral protection of Outstanding Universal Value, and for the assessment of new developments. The Act contains separate, generic rules regarding the safeguarding of the qualities of a World Heritage site, and puts the State Party in a position to issue instructions to other authorities regarding the safeguarding of the values of UNESCO World Heritage sites.

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ICOMOS considers that the legal protection in place is adequate for individual buildings, but needs strengthening for the overall landscape where some parts of the components have no protection.

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### **Conservation**

Additional information received from the States Parties indicates that the building and landscape features in each component have been inventoried. Maps and lists of structures have been provided, but the maps are at too small a scale (between 1: 30,000, and 1:7,000) to allow either an historical or conservation analysis of individual ensembles. No mapping is presented

regarding current ownership patterns. The footprints of the existing prisons and state institutions are not depicted or described.

The present state of conservation is generally good. The elements that give structure to the colonies, the roads, avenue plantings of trees, water management features and grid patterns that space out the fields and structures are largely intact. One exception is the colony of Willemsoord, the first to be entirely privatised in 1923, where much change to these patterns has taken place. Most buildings date to the late 19<sup>th</sup> and 20<sup>th</sup> centuries. A railway and a motorway also cross the colony. The village beside the colony has now expanded to include the western part of the colony and the original rhythm of house spacing has been lost here, filled in with new houses.

As for the state of conservation of the buildings that are in place and represent the different stages of development of the colonies, most appear to be in good condition, although it is sometimes difficult to tell from the information presented where losses of built fabric have occurred. Some structures that once existed are shown as areas of archaeological value, but other former structures, such as one west of the main crossroads at Wortel is not. That area is now a primitive campground.

Additional information received from the States Parties indicates that no buildings from the founding period at Wortel survive. All of the structures now present at Wortel date from late 19<sup>th</sup> century and later when the colony was reorganised as an unfree colony. Also, the water features that were part of the third institution at Veenhuizen and at those at Ommerschans no longer exist.

Most of the components (possibly except for Willemsoord, which has evolved into an urban village) have had a declining population during the last decades of the 20<sup>th</sup> century. It is only in the past 20 or 30 years that the States Parties have initiated actions to reverse both the depopulation as well as the decay and abandonment of buildings within the property.

ICOMOS notes that a difference exists in the implementation of conservation practice by each State Party. Leaving aside heritage conservation philosophy, there are two different conservation trends.

For the Netherlands, emphasis is placed on adaptive re-use of buildings, which has provided examples at Veenhuizen where the former mill is now a brewery and other buildings have become a hotel, medical facilities, and shops. There are also examples of the contemporary construction of other buildings, some of which are less commendable. The new garage for the fire brigade at Veenhuizen is an example of a modern structure that makes little attempt to reference the earlier history of the colony. The recent construction of very large farm buildings is also seen in the components in

the Netherlands, for example at Wilhelminaoord where there are at least two new large barns.

For Belgium, the conservation work is more in line with traditional restoration of materials and fabrics. There is also some adaptive reuse, a clear example is the tourist centre at Merksplas. As regards the design of new buildings, there is generally a more conservative trend, for example one farm at Wortel where new buildings tend to follow a "traditional/ historical" design, although a new steel shed at Merksplas is an exception to this trend.

ICOMOS recommends that the States Parties work together to ensure a common holistic approach to conservation practice is applied across the entire property.

ICOMOS recommends that the form, scale and placement of new buildings should adhere closely to those of the original buildings in each component.

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ICOMOS considers that the state of conservation is adequate. ICOMOS recommends that the States Parties work together to ensure a common holistic approach to conservation practice throughout the proposed component sites.

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## **Management**

Management structures and processes,  
Including traditional management processes

A transnational steering group has been established. The province of Drenthe (the Netherlands) and Kempens Landschap (on behalf of the Province of Antwerp, Belgium) each act as site holder. In consultation with Kempens Landschap, the province of Drenthe will assume general control in matters that transcend the two countries. The parties represented in the steering group have allocated financial and human resources for site management. The site holder is responsible for the proper management of the property. The site holder organises the activities for the maintenance and improvement of the quality of the property, and is also responsible for communication, coordination, monitoring and periodic reports. An Advisory Committee for Science, Education and Quality provides technical advice.

It appears that most responsibilities for the management of the property will be given to existing staff, rather than new dedicated staff. Duties of a site manager, one for each component or cluster of components, are expected to take up to 0.25% of a full time equivalent position.

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

The States Parties have written a management plan which consists of a main document in which the

proposed Outstanding Universal Value of the nomination is summarised, the legislation which safeguards the sites is explained, as well as the managerial structure, the main challenges of its conservation and monitoring issues. This general document is followed by specific plans for the components, grouped into four sets: Frederiksoord-Wilhelminaoord-Willemsoord, Ommerschans, Wortel-Merksplas, and Veenhuizen.

The focus of the management plan is the preservation and reinforcement of the proposed Outstanding Universal Value for the series as a whole and for the individual Colonies.

As the legislative protection mentioned above shows, the property is now being protected by various and very different tools that range in scale from national laws to municipal codes, covering both natural and cultural values. All these legal instruments provide sectorial guidelines or criteria for intervention and conservation of the property.

Regarding risk preparedness, the management plan is relatively silent. The plan states that site managers should be prepared for and be able to respond to risks and calamities, but there is almost no analysis or discussion of specific risks.

ICOMOS notes that while that the general management plan has the function of focusing on main strategic activities and the general criteria for the conservation of all of the components, there is little detail about desired results or end states to be achieved by the planning process. No indications are given as to how effective management would take place or what the desired results would be.

This gap in planning objectives also exists in the individual specific management plans. For example, the specific plan for the Ommerschans component appears to encourage the intensification of agricultural production through "harmonious up-scaling," but there is no indication of what this means, and no detail of what would be allowed or prohibited. There is an absence in the management plan of any site-specific proposals for active conservation.

ICOMOS recommends that the management plan should contain more precise indications and strategies to provide guidance and direction in the overall management of the proposed serial property and more specific details and planning objectives for the individual components.

The current flow of tourists ranges from several thousands to 250,000 visitors per year per Colony. It is expected that these numbers will increase slightly in the event of inscription.

ICOMOS observes that overall there is a relatively low degree of visitor frequentation at present. Only a basic

operating network of facilities is currently in place. Both States Parties are developing visitor centres and tourist facilities, but future plans for tourism development are only very briefly outlined in the nomination dossier. There is no solid data on the tourist carrying capacity of the Colonies, nor a year to year comparison of visitor numbers. There are no studies of the actual and potential recreational activities that the Colonies can host.

ICOMOS recommends that the management plan should consider a specific section on tourism planning. A mobility plan for each colony is also clearly desirable to address potential increases in traffic on the very narrow roads.

#### Involvement of the local communities

There is little mention in the dossier of the involvement of local communities in either country.

ICOMOS considers that the organisation of the management system seems effective but gaps exist. This regards an apparent lack of coordination between the States Parties, as well as the operational management and planning guidelines at the level of each separate component.

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ICOMOS considers that the property is difficult to manage as a unified whole. The management plan provides little guidance in making the difficult choices involved with heritage preservation. Special attention is needed to provide more detail and concrete guidance. This applies equally to the overall general management plan and to four colony specific plans. Coordination between the two States Parties is needed to ensure that the state of conservation of the property evolves in the same direction. Furthermore, ICOMOS recommends that the management plan be reworked to identify specific goals, the actions required to achieve those goals, and to provide an analysis of risks that may arise. Tourism should be specifically addressed by the management plan.

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## 6 Monitoring

Indicators for the state of conservation are currently being drawn up and are expected to be completed by summer 2018. These need to be based on the attributes of potential Outstanding Universal Value.

Annual reports by the colony managers will describe progress in implementing the management plans as they pertain to each colony. Another aspect of monitoring is that colony managers will annually track the number of revisions that have been made to zoning plans or environmental plans and the number of environmental permits applied for and granted (the Netherlands) or notifications and authorisations issued (Belgium) in each Colony.

It appears that the results of the various monitoring activities will not be gathered into one place, except in preparation for periodic reviews.

ICOMOS recommends that the monitoring system be completed and implemented, that an annual report on monitoring be prepared, and that this feed back into the management of the property.

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ICOMOS considers that the monitoring system is at present incomplete.

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## 7 Conclusions

The creation of Colonies of Benevolence in the first quarter of the 19<sup>th</sup> century as a mean of rehabilitating people from urban areas through agricultural work, can now be seen to be part of a wide range of responses across the rapidly industrialising countries of Western Europe to the social problems in cities and towns, particularly the growing number of unemployed and destitute people.

Many of these responses were prompted by the idea that people could be reformed by work or by beneficial surroundings. Their promoters and sponsors often combined Christian values with fundamental ideas of the Enlightenment, particularly related to self-reliance. Many of the response were experimental and not all were successful.

The Colonies of Benevolence stand apart from other initiatives, such as alms houses, workhouses or utopian religious colonies, in being a large scale initiative to reform people through agricultural self-sufficiency in pleasing surroundings. The colonies were carefully planned with long avenues of trees, ordered fields, and well built houses, and accommodated large number of people.

Ultimately this experiment was not entirely successful as not all residents were physically capable of manual work, the fields were too small and there were shortages of essential manure, amongst other things: the goal of self-sufficient was not met. Two colonies in Belgium were abandoned for almost 30 years. In order for the colonies to survive, they had to be supported by the State in various ways such as being paid to care for orphans or other disadvantaged people. A second phase of the Colonies developed as 'unfree' communities that took in beggars, vagrants and people with medical problems; these were organised in an institutional manner. Several of these unfree colonies were subsequently turned into prisons in the first quarter of the 20<sup>th</sup> century and still maintain that role.

ICOMOS considers that the key issue with this nomination is to identify what survives of the original Colonies of Benevolence experiment, which was innovative, and did reflect in an interesting way the spirit

of idealism that pervaded many poverty alleviation projects in the early 20<sup>th</sup> century in Western Europe.

The lack of sustainability of the original colonies led to later colonies becoming institutional rather than 'free' communities. This was an expedient solution to bring in the necessary funding from the State but it did change the fundamental approach of the colonies away from improving the lives of families and communities through agricultural work. The unfree colonies cannot be seen as an evolution that supports the original ideas.

A further problem is the way in which many of the colonies have been altered over the years to the extent that their layout is no longer intact, either as a result of building being demolished or new ones added. And in all sites the entirety of their farmland has not survived.

ICOMOS considers that there could be potential for one or two free colonies to be considered for inscription that clearly reflect the ideals and social circumstances that prompted their creation. The selected colonies would need to be able to convey these associations clearly through adequate attributes such as the layout of the farmland and settlements, the avenues of trees, forest belts, the lines of houses, architectural details, and community buildings and how these were integrated into a whole. The way the colonies were used and the storeys of those who lived in them are clearly also of great interest in supporting what was created and how they worked.

If a much smaller series were to be re-nominated, it would need to be submitted with a revised management plan that aims to evoke, through adequate protection and careful management and presentation, the positive approaches of these colonies, their organisation and the lives of their inhabitants.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the examination of the nomination of Colonies of Benevolence, Netherlands and Belgium, to the World Heritage List be **deferred** in order to allow the States Parties, with the advice of ICOMOS and the World Heritage Centre, if requested, to:

- a) Refocus the nomination on one or two free colonies that could clearly reflect the ideals relating to poverty reduction that guided their foundation,
- b) Ensure that the nominated free Colonies reflect the scope and careful planning of the agricultural settlements and their ordered buildings and how these were integrated as a whole,
- c) Re-draft the Management Plan so that it aims to evoke, through adequate protection and through careful management and presentation, the positive

approaches of these colonies, their overall organisation, and the lives of their inhabitants;

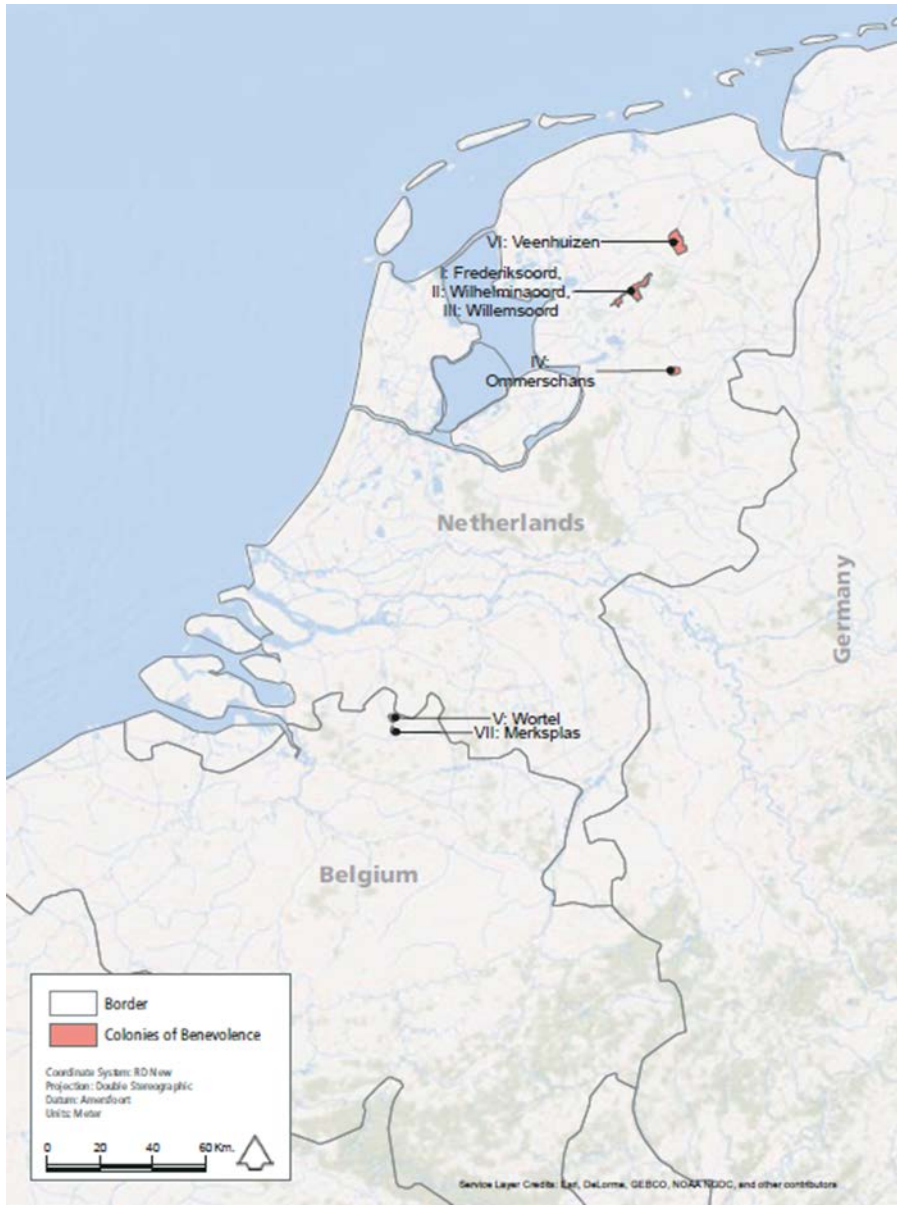
Any revised nomination should be visited by a mission to the sites.

### Additional recommendations

ICOMOS recommends that the States Parties give consideration to the following:

- d) Provide more detailed plans of the colonies, identifying all buildings,
- e) Providing a better rationale for the delineation of buffer zones,
- f) Strengthen planning controls to ensure the whole landscape of the colonies is protected,
- g) Complete the monitoring system to include indicators related to the attributes of the proposed Outstanding Universal Value;





Map showing the location of the nominated properties



Wortel, Belgium



Wilhelminaord, Netherlands



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**Tr'ondëk–Klondike  
(Canada)  
No 1564**

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# Žatec (Czechia) No 1558

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## Official name as proposed by the State Party

Žatec – the Town of Hops

## Location

Ustí Region  
Czechia

## Brief description

Located south of the Ore Mountains, in north western Bohemia, Žatec – the Town of Hops is a serial property comprising the Historic Centre of Žatec and its southern 19<sup>th</sup>-20<sup>th</sup> century expansion known as “*Pražské předměstí*” (Prague Suburb), and the Anton Dreher Export Brewery complex. The walled medieval historic town is mostly preserved as a Baroque ensemble on an urban medieval layout. The Prague Suburb forms an ensemble of industrial buildings serving hops storage and processing, well integrated into the urban structure, whilst the Anton Dreher Export Brewery is a brewing complex built at the turn of the 20<sup>th</sup> century.

## Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial nomination of two *groups of buildings*.

## 1 Basic data

### Included in the Tentative List

29 May 2007

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

25 January 2017

## Background

This is a new nomination.

## Consultations

ICOMOS has consulted several independent experts.

## Technical Evaluation Mission

An ICOMOS Technical Evaluation mission visited the property from 28 August to 2 September 2017.

## Additional information received by ICOMOS

The State Party provided additional information on 4 August 2017 regarding the status of development projects within the nominated property and its buffer zone. The information provided has been integrated into the relevant sections of this report.

An Interim report was sent to the State Party on 24 January 2018 by ICOMOS.

Although not requested, ICOMOS received additional information concerning the observations raised in the ICOMOS interim report on 19 February 2018.

## Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

Žatec is located in north-western Czechia, south of the Ore Mountains, which act as a natural barrier against cold currents and have a positive influence on the climatic conditions of Žatec, favouring hop-growing since the Middle Ages. Climate combined with the quality of the soil in the Žatec region made possible the production of hop varieties with high aromatic properties. These qualities were very early recognised and triggered an economy based on this agricultural product.

The nominated property comprises two components which are said to reflect the history and significance of Žatec as “the town of hops”: the first encompasses the Historic Centre of Žatec and its immediate southern suburb, known as the Prague Suburb, encompassing building complexes where the hop processing activity developed between the 19<sup>th</sup> and the early 20<sup>th</sup> centuries; the second comprises the Anton Dreher Export Brewery complex.

In the additional information provided by the State Party in February 2018, an overview is provided of the properties of hops and their function in beer brewing as well as of the phases of cultivation, harvesting and preliminary processing of hops.

### Component 1

The first component part of the serial nomination encompasses the Historic Centre of Žatec, which lies on a slightly elevated promontory surrounded by low-lying alluvial terrain delimited to the west, north and east by a meander of the river Ohře, and by the Prague Suburb (*Pražské předměstí*), located to the south of the Historic centre, on lower land.

### Žatec Historic Centre

The urban layout of the historic centre of Žatec exploits the geomorphology of the terrain: its urban structure is organised along a north-west, south-east oriented central axis along which the three main squares – Svobody, Hošťálkovo and Žižkovo squares – are arranged. On the eastern side a minor axis (Dlouhá and Hory streets) runs

in the same direction, with 5. května square acting as its urban focus.

Many buildings are said to incorporate built fabric and cellars from the medieval Gothic period, although today they exhibit a Renaissance / Baroque character.

Burgher houses are said to be a key element of the urban fabric of the historic centre of Žatec: they feature one or two above-ground floors and attics with steep roofs. The nomination dossier explains that until the 19<sup>th</sup> century almost every house had a hop garden and the hop drying was carried out in the attics.

According to the maps included in the nomination dossier, hop- and beer-related buildings or complexes that still survive in the historic centre of Žatec include some 11 structures, mostly dating back to the 19<sup>th</sup> century. Many of these buildings preserve their inner wooden bearing frames and processing spaces. However, the nomination dossier describes only three examples of these buildings (no. 145, 48, 88) that still exhibit building features related to hop drying.

One exception is represented by the Old Burgher Brewery, founded in 1261, which was in use until 1801 when the New Burgher Brewery was built in the northernmost part of the historic centre.

Written sources attest that beer was brewed in the Capucin Monastery (17<sup>th</sup> century), which operated until 1950. In 2011, the Monastery garden was restored and a small hop field created as an example of early hop cultivation in Žatec.

#### *Prague Suburb (Pražské předměstí)*

The Prague Suburb occupies the southern part of the promontory on which Žatec's historic centre developed.

The Prague Suburb preserves a high concentration of hop-processing buildings. They date back to the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, when the demand for hops grew significantly, thus making it necessary to expand the spaces for hop-processing and packaging. The settlement pattern, with the processing and residential units located in close proximity, illustrates an individual- or family-based industry, which integrated work with residence into the urban layout. This development has conferred on this part of the town a distinct character, made up of multi-storey, brick-built edifices, often decorated like urban, residential buildings, the only industrial-looking features being tall chimneys, 21 of which survive to this date.

The nomination dossier explains that the exterior residential appearance of these hop production buildings is a result of the strict regulations through which the urban appearance of the town was managed by a municipal buildings board.

Inside, the warehouses feature large, open, multi-storeyed spaces for hop storage and rooms for their processing (sulphur chambers and drying chambers).

Some of these warehouses still preserve the technological equipment used in the past for hop processing or other related activities.

The residential parts of these production complexes often exhibit an imposing appearance and decoration, following the architectural and decorative styles in vogue at the time.

The nomination dossier provides a description of some 35 buildings and complexes that still survive in the Prague Suburb.

#### *Component 2 - Dreher's Export Brewery*

The second component of the nominated serial property is the Anton Dreher's Brewery. It encompasses 2 malt houses, the brewhouse building with a hipped-roofed water-tower, an engine room and boiler room, the cold fermentation facilities, the management building and the administration building.

The Neo-Renaissance architecture of the complex makes use of local materials; brick, marlstone and wood, which give to each building its own character.

The Brewery was built near the railway, on the left bank of the River Ohře, to ensure easy transportation of the brewed beer. Initially the complex was built for a group of local businessmen and was named the Community Brewery, beginning its operation in 1902; it was subsequently purchased by Anton Dreher Junior.

The brewery ceased to operate in 1948 and was then used for other purposes.

#### **History and development**

Historically, the city of Žatec and the surrounding region have played a significant role in the international hops trade, thanks to the surplus in crop production. The local variety of aromatic hops was a sought-after key ingredient for beer production until the early 20<sup>th</sup> century when its production lessened considerably. In consequence, the city and the wider region have adapted to this agricultural sector by developing specific built and economic structures tailored to hop cultivation, processing and trading.

Hop cultivation in the Žatec area turned into a monoculture between the 12<sup>th</sup> and 14<sup>th</sup> centuries. Plant propagation and simple selection of the best plants began very early. At that period, picked hops were dried in the sun.

In the 13<sup>th</sup> century Žatec received its privileges and was given the role of administrative centre of the Zatecensis province. In the mid-14<sup>th</sup> century, buildings started being built in stone and brick, replacing wooden structures.

The first mention of a hop field in written sources dates back to the 14<sup>th</sup> century. At the time hops were cultivated both in gardens within the town and in fields outside, and had already reached distant markets, such as Hamburg.

In the 16<sup>th</sup> and 17<sup>th</sup> centuries, brewing production increased in quantity and quality and so did the demand for hops. Town council officials determined when hops were ripe and protected them from falsification and adulteration (i.e. mixing higher with lower quality hops), through special seals and written certificates. In the mid-16<sup>th</sup> century, some 400 ha (1,200- 1,500 strychů – one strych being about 0.7 acres) around Žatec were cultivated with hops. Attention was paid also to the methodology of cultivation: early written instructions and methods of cultivation date back to 1540 and 1562. Hop drying in malt-houses has been documented since the turn of the 16<sup>th</sup> century and iconographic sources dating back to the early 17<sup>th</sup> century depict fenced hop-yards and hop-fields with poles on the outskirts of the town.

The Thirty Years' War had negative effects on hop growing, which, however, did not take long to recover: the Tax Registry of the Austrian Monarchy states that in 1654 293 ha were back to cultivation and 368 ha in 1757.

The early 18<sup>th</sup> century brought stability and also witnessed important advancements in the cultivation of hops: the *žatecký percák perzhaken* – a type of scratch plough – was invented, which improved work and increased production.

Regulations protected the quality of the Žatec hops, by prohibiting export of slips and adulteration of hops; hops for exports were to be officially sealed. The first known certificate was issued in 1774 and, in 1796, a register was established in which all issued certificates for Žatec hops, names of the sellers and buyers, quantity and destination, were registered. It worked under these specifications until 1833, when the Association of Hop Growers was established. The distinction of the hop-producing regions – Žatec and Úštěk – developed in this period and is still in use today.

In the 19<sup>th</sup> century, the vitality of production and markets increased also thanks to the abolition of feudal 'corvée' in 1848. In 1860, 80% of the hop-fields in Czech lands were located in the Žatec area. Small-scale farming favoured high quality production and so did the introduction of rotational tillage, and of a new type of plough, the Veverkovi swing plough.

In the 19<sup>th</sup> century, certification came to be based on the place of origin of the hops (town, district or region) and no longer on their quality. A new law on the commercialisation of hops came in to regulate the categories of commercial operators in the field.

The construction of the railway facilitated transportation and favoured the growth of shipping companies and changes in the packaging system.

The 19<sup>th</sup> century witnessed the modification of the hops' drying method: from the original method of exposure to natural air and heat to drying chambers, first using the artificially-produced heat of the malting kilns, then through hop-drying kilns and chambers. The Winter Agronomic

School, which still operates today, was established in this period.

Between the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, Žatec's appearance was profoundly modified: several warehouses and other hop-processing buildings grew rapidly in the immediate outskirts of the city centre. Characterising features were the chimneys of the sulphur chambers, needed to discharge sulphur dioxide from the chambers. The original pole-based cultivation of the hops was replaced by permanent wire trellises supported by poles, which also allowed for the introduction of animal labour and later machinery.

In 1907, Bohemia registered the peak acreage devoted to hop cultivation (17.280ha) in the region.

The global economic crisis of the 1930s had a great impact also on Žatec.

Nuremberg laws restricted Jewish growers and traders, up until then well-integrated in the hop business in Žatec: some 60 warehouses and packaging rooms were confiscated. During World War II, hop production significantly decreased; however, research to improve hop quality continued, thanks to the operation of a research centre created in 1925 as the State Research Agricultural Station, which, under different names and at different locations, has continued its work to this day.

Hop-related activity was entirely restructured in the aftermath of the war through the establishment of a united administration.

In the 1990s the region suffered a decrease in hop production. However, nowadays the area dedicated to hop cultivation in the Žatec region exceeds 4,000ha.

Soon after the first law on protection of cultural historical monuments (Act. N. 22/1958), in 1961, the historic centre of Žatec was declared a "heritage preservation town" and, although repair and conservation works could not begin due to lack of funds, it was also protected from inappropriate interventions. Plans for demolishing the brewing buildings in the Prague Suburb were cancelled in 1989 and in 2003 it was protected as an historical zone.

ICOMOS notes that the description and the history of the town, and of hop growing and processing as presented in the nomination dossier do not tie together very well as the text mainly focuses on the changes in hop cultivation and processing, rather than on the impacts this activity had on the layout of the landscape and on the physical heritage. The dossier does not sufficiently illustrate how production and processing changes have impacted on the territory, the town, the built heritage and the socio-economical profile of the Žatec area in the different historic phases.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The nomination dossier compares firstly the warehouse buildings in Žatec with two World Heritage properties, which are considered the closest comparators, in the absence on the World Heritage List of properties related to beer or hop production: the Speicherstadt and Kontorhaus District with Chilehaus in Hamburg (Germany, 2015, (iv)), and Liverpool Maritime Mercantile City (United Kingdom, 2004, (ii), (iii) and (iv)), concluding that the function, way of operating, architectural style and construction are very different from hop-related built heritage in Žatec. Additionally, the former were conceived to be able to accommodate and store more than one commodity, whilst in Žatec the warehouses were built only for hops.

In this regard, ICOMOS notes that there are various examples of single-commodity-based warehouses and processing facilities that could have been considered in the comparison, such as Tomioka Silk Mill and Related Sites (Japan, 2014, (ii), (iv)). Although not on the World Heritage List, the woollen and cotton industries have left sizeable warehouses and conditioning houses in Batley and Bradford, in Manchester (the Textile Cotton Warehouses), United Kingdom, and in Roubaix (France). The lace industry has left the Lace Market in Nottingham (UK), with attic workshops; and the industry of tobacco has left, for instance, the Tobacco Warehouses in Kavala, Greece. All these areas would have served as closest comparators.

The comparison presented in the nomination dossier then examines 24 major hop-growing regions worldwide. In Czechia the major areas for hop cultivation, beyond Žatec, were Ústěk and Tršice regions. The nomination dossier concludes that Žatec stands out due to its larger size and higher number of urban buildings used for hop drying and processing, whilst in Ústěk and Tršice this was a more rural activity.

The regions and related properties that the nomination dossier considers closest comparators to Žatec are the Nuremberg and Bamberg areas in Germany. However, Žatec stands out in respect to them because in Nuremberg little survives, whilst Bamberg excels as a brewing town but does not preserve as many hop-processing buildings as Žatec does. Also, Spalt has a long tradition in hop-growing and processing and the related buildings are said to exhibit similarities and differences with Žatec, but overall the two towns differ in character.

In Great Britain, hop growing spread in Kent and Sussex, brought there by Dutch immigrants in the 15<sup>th</sup> century, and many oast-houses are preserved in the countryside of the two counties. Poperinge in Belgium preserves records of hop growing and use since the 13<sup>th</sup> century but today hops are imported and no comparable density of hop-related buildings as found in Žatec is preserved in Belgium, or in France.

The nomination dossier concludes that nowhere else are a comparable number and density of hop-processing structures in an urban environment preserved or which exhibits the same continuity in hop growing and processing as in Žatec.

ICOMOS notices that this part of the analysis compares regions but what is being nominated is an historic town with its 19<sup>th</sup> century productive expansion.

ICOMOS notes that the comparative analysis does not follow a coherent methodology and tends to be based on the criteria, rather than on the proposed Outstanding Universal Value and the attributes supporting it. This very much limits the capacity of the comparative analysis to assess in what respects the Žatec region would differ from the regions examined in the comparison and how it might stand out.

ICOMOS also notes that the comparative analysis is explicitly limited to hop growing and processing and excludes beer brewing. However, the Anton Dreher Export Brewery – Component 2 of the nominated series – was a brewing facility and essentially reflects beer brewing and not hop growing.

In the additional information, the State Party explains that the nomination of Žatec focussed on hop processing and not on beer-brewing, therefore the comparative analysis did not take into account beer-brewing, which is regarded as a separate process.

Even taking into account this clarification, ICOMOS however observes that the comparative analysis does not compare the processing capacities and equipment of the warehouses in other regions with Žatec, e.g. with the oast-houses in the United Kingdom, or other hop-growing regions.

In conclusion, ICOMOS notes that the comparative analysis is weak in terms of methodology and does not provide the necessary support to the proposed justification for Outstanding Universal Value of the nominated property.

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ICOMOS considers that the comparative analysis does not justify consideration of this property for the World Heritage List at this stage.

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#### Justification of Outstanding Universal Value

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

- It represents a unique locality where a continuous development of hop growing and processing occurred throughout the centuries, with large areas for hop-growing and hop-processing structures;
- This history is also attested to by the high-quality variety hop – “*žatecký poloraný červeňák*” – known worldwide by the German name of ‘Saaz hop’;

- The main component of the property – the historic centre of Žatec and its Prague Suburb – attests to the long-term development of hop processing in the Middle Ages and in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries;
- The premises of the former Anton Dreher's Export Brewery (component 2), through its representative Neo-Renaissance architectural style and its equipment, illustrate the use of hops in brewing production and the owner's intention to display his success;
- Comparison with other relevant sites indicates that a concentration and number of buildings all based on one single commodity has no parallel.

ICOMOS firstly notes that the dimension related to hop growing, which is emphasised in the description and historic development section and opens the brief synthesis of the justification for inscription, is not reflected in the nominated components, which appear to focus only on the town of Žatec, rather than on the region.

ICOMOS underlines that the relevance of Žatec rests entirely on the favourable conditions of the region for hop cultivation and for the high aromatic qualities of the hops cultivated there. The trade began thanks to the surplus of hops that could be sold for producing beer elsewhere. The existence of the several large warehouses dating back to the late 19<sup>th</sup> and early 20<sup>th</sup> centuries results from the significance of one local crop, produced initially in the town and then in its surrounding villages and farmsteads. Therefore, in ICOMOS' view, the currently-nominated serial property "Žatec – the town of hops" does not reflect the importance of the interrelationships between Žatec and the productive surroundings since the emergence of hop growing in the Žatec region, which made possible the development of a hop-based economy and the urban and architectural development of Žatec throughout the centuries. These interrelations are important, as is stated repeatedly in the nomination dossier, and are not reflected by the current nomination, which is missing tangible attributes reflecting hop growing.

The additional information provided by the State Party in February 2018 explains that the focus of the nomination is hop processing and that beer brewing is regarded as a separate process from hop growing and processing and can take place in different places.

On the other hand, in the additional description of hop growing and processing, the State Party makes clear that hop processing cannot occur far from hop-growing areas: harvesting of hop cones needs to be carried out immediately after the cutting of the plants and cones must be promptly dried to avoid their deterioration.

ICOMOS also notes that hop production and processing on a large enough scale to allow for a 'hop economy' to develop cannot be considered separately. Separating one or two phases from the whole hop cycle provides

only a partial understanding of it in its development since the Middle Ages.

ICOMOS also notes that, according to the description and the maps provided in the nomination dossier, very few buildings related to the early phase of individual burghers' participation in hop processing and trading survive in the otherwise well-preserved historic centre of Žatec. None of the hop gardens, in which once hops were grown in the town, is preserved: only a recently reconstructed small garden symbolically displays this side of the activity.

ICOMOS notes that Component 2 – the Anton Dreher's Export Brewery – does not reflect the whole scope of the arguments proposed to support the inscription of the nominated property. Its inclusion in the nomination appears even more questionable after the State Party has explained that the nomination focuses on hop growing and processing. On the other hand, the history of the presence of the Dreher firm in Žatec is also related to hop-growing farms that were purchased to supply the many breweries they bought before eventually building the large Export Brewery as explained in the nomination dossier. But the nomination dossier does not provide an account of these hop-growing farms from which Dreher's Brewery obtained the hops.

Finally, ICOMOS considers that the statement related to the unparalleled concentration of the hop warehouses and processing buildings is not supported by the comparative analysis as explained in the relevant section of this report.

ICOMOS therefore concludes that the above justification cannot be considered appropriate for the nominated property.

### **Integrity and authenticity**

#### **Integrity**

The nomination dossier states that the serial property encompasses all the elements that relate to the history of Žatec as a hop processing and trade centre. The historic centre of Žatec in Component 1 would illustrate the prosperity of the town and a shared culture revolving around hop growing, processing and beer brewing; the Prague Suburb (in Component 1) would reflect the rapid growth at the end of the 19<sup>th</sup> century of specialised structures and complexes for hop processing and packaging at a time of increased demand for hops. The Anton Dreher Brewery (Component 2) is an ensemble of facilities that retains its integrity as an early 20<sup>th</sup> century brewery, despite some additions that occurred in later decades. The nominated serial property is covered by legal and planning protection.

The nominated components both enjoy a buffer zone that is sufficient to ensure the preservation of the serial property through provisions in the Land Use Plan of the town.

ICOMOS considers that the proposed Outstanding Universal Value revolves around hop growing and processing, but that the aspect of hop cultivation is not represented in the nomination. Therefore, not all features and processes related to this economy, based on one locally-produced agricultural commodity, are included within the boundaries of the nominated property.

The additional information provided by the State Party clarifies that hop growing cannot be separated from hop processing, therefore lack of traditional hop-growing related attributes further hinders the integrity of the proposal.

The several specialised buildings in the Prague Suburb have survived but are no longer in use and lack maintenance. Currently proposed conversion options only include residential functions which implies the subdivision of the open spaces of the drying and storing lofts, with the potential loss of much of their industrial character.

Whilst the historic centre of Žatec has preserved its historic character, ICOMOS notes that the 47m-high Hop Tower, only recently built, has a noticeably negative impact on views over the nominated property and it competes with the characteristic hop-related chimneys, major features of the nominated property's significance.

The State Party has provided an account of the genesis of the idea of the Hop Tower, explaining that it was meant as support to the interpretation of the values of Žatec in relation to its hop economy and as a sort of landmark – Hop Lighthouse – for Žatec.

ICOMOS thanks for explanations provided on the process and context of the ideation and realisation of the Hop Tower as a public panoramic point and a landmark for Žatec. However, ICOMOS considers that the slightly elevated position of Žatec old town offers viewing points over the surroundings; additionally, information technology provides all necessary means to offer exceptional experience of panoramic views to visitors without the need for physical infrastructure. Finally, ICOMOS observes that Žatec had already significant landmarks represented by the chimneys of the hop-drying kilns.

#### Authenticity

The nomination dossier states that the serial property is a large urban ensemble which preserves its urban structure and buildings that reflect their period and the role of hop processing in the flourishing of the city.

The morphologies and structures of the buildings bear witness to their function and they still preserve their volumes and built fabric. No major conversions have occurred to the specialised buildings in the Prague

Suburb. In the historic centre the burghers' houses are still used for their residential functions and the ground floors for commercial purposes.

ICOMOS notes that the nominated property only reflects one part of the hop agricultural enterprise, that is to say hop processing, whereas the *raison d'être* of Žatec as the town of hops, that is to say the extensive cultivation of hops in the surrounding areas of the town, is not reflected in the nomination although hop growing is mentioned in the justification for inscription.

ICOMOS further considers that the lack of use of many of the specialised 19<sup>th</sup> century buildings in the Prague Suburb and the options for their conversion which are under consideration are likely to threaten the authenticity of these buildings in the short and medium terms.

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In conclusion, ICOMOS considers that the conditions of integrity and authenticity have not been met at this stage.

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#### Criteria under which inscription is proposed

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

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion is justified by the State Party on the grounds that it represents a “*globally known place for international exchange of hop-related technical experience*” and that hop-processing facilities illustrate a significant era for growth and cooperation among professions in a town which depended upon a specific agricultural product.

ICOMOS considers that the first part of this justification appears too generic, in that it is not clarified what value interchange occurred in Žatec and what is its timespan and geographic scope. The second part of the justification is not in line with the current use of this criterion, in that it focuses on intangible aspects, namely cooperation among professions.

The additional arguments discussed in the justification for this criterion reflect the major phases of the history of Žatec and its development as a centre of a hop-based economy but do not contribute to justifying the criterion.

The Žatec Dreher Brewery reflects the brewing techniques of its time, but could not be seen as representative of advancements in brewing technology or in any other related field of expertise.

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ICOMOS considers that this criterion has not been demonstrated.

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

This criterion is justified by the State Party on the grounds that the tradition of hop growing, its highly concentrated processing and especially the recognition of the unique qualities of the *žatecký poloraný červeňák* that came to be protected from the late Middle Ages onwards and was later recognised as the global quality standard hop, all contributed to the development of Žatec as an internationally known hop-based economy and trade centre. Its heritage, tangible and intangible, represents a unique witness to the impact on a town of the specialisation in processing and trading of one single high-level quality agricultural product. Festivals celebrate the main milestones of the Žatec hop-based economy.

ICOMOS notes that the justification of this criterion revolves around the purportedly unique qualities of one agricultural product, the Žatec hop. In this regard, ICOMOS notes that the World Heritage Convention is a property-based convention, therefore it should be the exceptional or unique impact on the Žatec region left by the hop-based economy that is the core of the justification of this criterion and not the unique qualities of the hops produced in this region.

ICOMOS considers that it is not uncommon that a single agricultural commodity-based economy has profoundly shaped a place, but it should be explained why and how this process could be considered exceptional or unique and this is not apparent in the case of Žatec.

Additionally, Component 2 does not seem able to reflect the arguments proposed for the justification of this criterion, especially when the additional information provided by the State Party explains that the focus of the nomination is not beer-brewing but only hop processing.

ICOMOS finally considers that the festivals cannot be considered sufficient to support the use of this criterion.

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ICOMOS considers that this criterion has not been demonstrated.

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

This criterion is justified by the State Party on the grounds that “Žatec – the town of hops” is an outstanding example of a town in which a high number of specialised buildings related to the centuries-long history of hop growing and processing activities have been preserved. Older buildings that were originally residential were adapted, particularly the attics of burghers’ houses in the historic centre, and built on purpose to process the hops, so the nominated property includes warehouses, drying, sulphuring and packaging buildings. The construction of these buildings within the

town was subject to regulations so as to fit into the street pattern and to blend in with the mainly residential aspect of the built fabric. The hop economy rested with family companies and this is reflected in the layout of the hop-processing complexes, which usually also incorporated the residence of the owner.

ICOMOS considers that the justification presents arguments that are consistent with the wording of criterion (iv). However, they seem to be reflected only by the Prague Suburb in Component 1, since the historic centre does not reflect the industrialised process that took place in the Prague Suburb, and the Anton Dreher Export Brewery was devoted to beer brewing.

ICOMOS finally notes that the arguments supporting the use of this criterion are similar to those used for criterion (ii) and tend to describe the steps of the development of Žatec’s history, but do not contribute to illustrating the proposed Outstanding Universal Value of the property.

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ICOMOS considers that this criterion has not been demonstrated.

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In conclusion, ICOMOS does not consider that any of the proposed criteria (ii), (iii) and (iv) have been demonstrated.

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#### **4 Factors affecting the property**

The nomination dossier mentions, among the main factors that affect the nominated property, development pressures, mainly deriving from high-rise buildings that might be constructed outside the components of the nominated serial property and their buffer zones. However, the legal and planning protection mechanisms put in place are considered to be effective. The lack of use of many buildings is seen as a threat due to neglect and possible theft of decorative elements and technologies. General recommendations for the reuse of these buildings have been formulated.

Fire hazard is also mentioned in the nomination dossier; however, it explains that a well-equipped fire brigade station is located in the Prague Suburb. The nominated serial property is not prone to floods, due to its location, either elevated above the river level (Component 1) or at sufficient distance from it (Component 2).

ICOMOS considers that the major affecting factors for several buildings depend on their lack of use, subsequent neglect, insufficient maintenance and their potential conversion to new uses which are not all compatible with their heritage characteristics. No comprehensive assessment of the impacts of functional conversion seems to have been developed and no guidance seems to have been elaborated to orient the process. Fire also can represent a considerable threat, due to the wooden structures of many of these buildings and their abandonment.



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ICOMOS considers that the main threats to the property are pressures from development, functional conversion to other uses and related adaptation works, and fire.

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## **5 Protection, conservation and management**

### **Boundaries of the nominated property and buffer zone**

The nomination dossier explains that the boundaries of component 1 includes the area of the medieval town and the Prague Suburb, which are both protected under the national relevant legislation, since 1961 (the historic centre) and 2003 (Prague Suburb). The boundaries of component 2 comprise the former Anton Dreher Export Brewery complex with its technical and administrative buildings. The Complex has been protected under the relevant legislation since 2015.

The boundaries of the buffer zone of component 1 coincide with the Protective Belt of the Urban Heritage Reserve of Žatec and the Urban Heritage Zone of Žatec. The boundaries of the buffer zone for component 2 are described in detail in the nomination dossier but the rationale is not explained.

ICOMOS notes that the current boundaries of the serial property do not reflect the whole scope of the proposed justification for Outstanding Universal Value, as the cultivation of hops, which is the reason for which Žatec became a centre for hop processing and which is closely related to hop processing also in terms of space and time, is not reflected by either of the two nominated component parts.-ICOMOS also considered that the buffer zones are too tight to ensure the protection of the nominated areas.

ICOMOS therefore considers that the boundaries of the nominated property are not adequate.

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In conclusion, ICOMOS considers that the boundaries of the nominated serial property are not adequate.

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### **Ownership**

The ownership of the serial property is mostly private, with some estates in public ownership. Component 2 is owned by two different legal entities.

### **Protection**

The main legal instrument for the protection of the nominated property is the national Heritage Act n.20/1987, which establishes rights and liabilities for all owners, municipalities and state administrations. Sanctions are also regulated in case of non-fulfilment or violation of the law. Interventions on protected monuments are subject to binding advice from the competent offices (municipalities with extended authorities and regional offices). Conservation works can be carried out only by professionals with certified competences.

The nomination dossier further explains the structure and competences of relevant state, regional and local level offices and provides information on the main planning instruments for Žatec.

The northern part of Component 1, coinciding with the historic centre of Žatec, has been designated an Urban Heritage Reserve since 1961 (ministerial decree n.36.568/61-V/2, dated 17 August 1961 and further extended by ministerial decree n.16.417-VI/1 dated 21 December 1987). The Prague Suburb has been protected as an Urban Heritage Zone since 2003 (ministerial decree n. 108/2003 coll. (item44), dated 4 April 2003); in 2008, decree n.420/2008 dated 28 November, established the essential elements for the protection plans for urban heritage reserves and zones. Component 2 was designated as a heritage property in 2015 (ministerial decision n. 4595/2015 dated 21 January).

The buffer zone for component 1 covers the protective belts established for the Urban Heritage Reserve and the Urban Heritage Zone.

The buffer zone of component 2 was prepared in 2016 according to the National Heritage Act n.20/1987 but at the time the nomination dossier was submitted, it was not yet approved. However, the planning regulations of the Spatial Plan for the Town of Žatec provide for any new development to be subject to prior examination by the heritage preservation authority.

The protection of the wider setting is assured, according to the nomination dossier, by the Spatial Plan (2008) which was updated in 2015 with the involvement of the heritage preservation authorities and the advice of the National Heritage Institute.

ICOMOS considers that the legal protection in place and the related protective measures for the nominated serial property and the buffer zone of component 1 are adequate.

ICOMOS considers that all buffer zones are too tight to ensure the protection of the nominated serial property.

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In conclusion, ICOMOS considers that the legal protection and the protective measures in place for the nominated serial property are adequate. ICOMOS considers that the legal protection and protective measures for the buffer zones need to be strengthened.

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### **Conservation**

The nomination dossier informs that attention has been paid to the conditions of the buildings and urban spaces in the nominated property, particularly the historic centre in component 1 and to the methods and materials of conservation interventions. Since the 1990s many buildings have been renovated and interventions continue following a programme of urban regeneration and based on the available funds. A list including several buildings and complexes for which projects have been carried out

or planned is provided in the nomination dossier and further supplemented by additional information submitted on 4 August 2017. In the Prague Suburb, most of the hop-processing related buildings have ceased being used for their original or for similar functions; since the 1980s, a new large facility for hop processing was built elsewhere in Žatec. However, basic maintenance is carried out by the owners. The lack of use however poses the issue of the long-term conservation of these buildings. Some have already been converted to new uses, other ones await interventions. Possibilities and options are being discussed within the Steering Group.

Component 2 also has lost its original function as a brewery and its owners lease parts of the premises for small businesses and storage. Its protection in 2015 paved the way for rethinking the use and conservation of this large-scale facility.

ICOMOS notes that the property has been inventoried and documented since 1961 and that this work continues.

ICOMOS further notes that the large number of vacant buildings in the Prague Suburb poses a considerable challenge in terms of retention and enhancement of the integrity and authenticity of the nominated property to the entities responsible for the protection and the management of the nominated property. Similar considerations can be made for the former Anton Dreher's Export Brewery complex. No guidance seems to have been developed for their reuse, so the systematic use of Heritage Impact Assessment processes is suggested in conjunction with the conception of any renewal / reuse plans, in order to assess the positive and negative impacts that may derive from the various options at the earliest possible stage.

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In conclusion, ICOMOS considers that the state of conservation of the historic centre of Žatec is acceptable. However, many warehouses and hop-processing buildings in the Prague Suburb and in Component 2 are in urgent need of conservation and of a reuse strategy. The lack of guidance on how to approach the reuse may threaten the nominated property.

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## **Management**

Management structures and processes, including traditional management processes

An established management system exists for the property, based on the legal and institutional frameworks operating in Czechia at the national, regional and local levels and is illustrated in the previous section.

For the purpose of the World Heritage nomination and management plan implementation, a Steering Group has been set up, building also on inter-institutional cooperation, and involves the municipal office of Žatec, the heritage preservation bodies at the regional and national level, the local cultural institutions and local Non-

Governmental Organisations. The site manager is a member of the group and also its executive officer. Working groups have also been established for education, promotion and presentation and heritage conservation. The Steering Group has been actively engaged in the preparation of the documentation needed for the nomination and the management plan.

An independent Regeneration Fund was created in 2015 to preserve, rehabilitate and promote the buildings within the nominated property. A tender system distributes the resources among applicants, incentivizing private investments.

Several programmes exist at the national and local levels to supply financial resources supporting conservation, rehabilitation and research.

ICOMOS notes that good cooperation and dialogue has been built among the different branches of the administrations and with scientific institutions, favouring sound management processes.

No specific risk preparedness measures or mechanisms are reported in the nomination dossier, so ICOMOS therefore suggests integrating this aspect into the overall management system that is already in place.

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

Several planning instruments, programmes and management mechanisms are in place for the nominated property, particularly Component 1. These have been complemented by a Management Plan which was prepared in 2007 and its concept was updated and discussed by Žatec Town Council in 2015. The version submitted dates from 2016 and details that concept.

The Management Plan is developed with a ten-year horizon (2015 – 2025) and its implementation is monitored by the Steering Group. The Plan describes the management system and the management structure; it includes an analysis of relevant strengths and weaknesses of the nominated property and of the available and potential sources of funding. It sets out its objectives and a plan of operational measures, organised according to short- and medium-term priorities.

ICOMOS notes that the Management Plan and its operational action plan have a pragmatic and hands-on approach. The proposed actions result from a good knowledge of the property and its current physical and socio-economic situation. However, the operational plan is given with no clear indication of the timeframe for the action to be achieved nor on the resources needed, available or planned to be secured.

Involvement of the local communities

The Municipality has been active in promoting the conservation and the nomination, therefore local inhabitants are aware and engaged through several organisations in joining the efforts of the public administration.

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In conclusion, ICOMOS considers that special attention is needed to be given to the large number of vacant buildings and their need for rehabilitation. This requires an ad-hoc rehabilitation/reuse strategy and operational programmes to be integrated into the vision for the nominated property. ICOMOS considers that the management system for the property lacks such a strategy as well as mechanisms for risk preparedness. The action plan should be strengthened by setting out implementation timeframes, actors and required resources.

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## 6 Monitoring

The nomination dossier explains that a monitoring system exists at the national level, based on a unified nation-wide methodology established in 2011. Monitoring reports of World Heritage and National monuments are stored at the National Heritage Institute and at the Ministry of Culture. A number of indicators have been identified to monitor the state of conservation.

ICOMOS considers that the monitoring system should be integrated into the management system/plan and should also include indicators to measure the effectiveness of the actions included in the management plan.

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In conclusion, ICOMOS considers that the monitoring system needs to be strengthened and extended to measure the effectiveness of management efforts.

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## 7 Conclusions

The nomination of “Žatec – the town of hops” is interesting as it tries to address the broad theme of beer-making and how this long-standing human activity has marked a locality, its built environment and its territory.

Despite the interesting theme, ICOMOS considers that this nomination poses some key problems with regard to its scope and what is actually being nominated, the rationale for the serial approach, the proposed Outstanding Universal Value and the criteria, its integrity and authenticity.

The nomination explains that pivotal to the success throughout history of the Žatec region and of the town is its specific climatic conditions that made it possible to grow the local hop variety, with its high aromatic qualities, i.e. the *žatecký poloraný červeňák* (*Saazer Hopfen* in German), which was early on recognized and

which triggered an entire economy based on this one commodity.

However, the nomination dossier does not include among the components any element reflecting adequately the aspect of hop growing and how the landscape of the Žatec region has been impacted by this purportedly centuries-long activity: the reconstructed small garden located in the old town cannot be considered a sufficient and authentic representation of this dimension of the Žatec economy.

Secondly, the argumentation of the dossier revolves around hop growing, processing and packaging, as it has been definitively explained by the State Party in its additional information (February 2018) but the nomination includes also a separate component – the Anton Dreher Brewery – which relates notably to beer-making, thereby undermining the logic of the nomination.

The walled medieval historic city (northern part of Component 1) does not portray the proposed justification for Outstanding Universal Value. The nomination dossier argues that this area represents the pre-industrial hop processing and beer production but the number of buildings preserving attributes that bear witness to hop processing is rather limited today.

The Prague Suburb with its warehouse complexes dating back to the 19<sup>th</sup>-20<sup>th</sup> centuries appears an interesting reflection of this economic activity. However, the comparative analysis has failed to demonstrate that the Prague Suburb ensemble might be seen as exceptional.

The methodology of the comparative analysis appears weak, as it does not identify the key parameters for comparing the impacts that a single-crop based economy had on its related territory, therefore the conclusions lack solid grounds and do not support the claims of the nomination.

The justification of the proposed Outstanding Universal Value reflects the major steps of the local development in hop growing, hop processing and trade, but it does not lead to an understanding of what the property's Outstanding Universal Value might be. The justification of criterion (ii) appears too generic and does not clarify what value interchange occurred in Žatec and what is its timespan and geographic scope. The justification for criterion (iii) revolves around the quality of the Žatec hops and not on the way in which hop cultivation, processing and all related activities might have shaped Žatec in an exceptional or unique way. Criterion (iv) revolves around the impact that hop growing and processing had on firstly the adaptation and then the conception of specialized facilities and their development over time and appears to apply essentially to the Prague Suburb. The claim however is not supported by the comparative analysis.

Some fundamental issues emerge in relation to authenticity and integrity. With regard to authenticity, ICOMOS has noted that the burgher hop-houses in the city centre lost their original function more than a century ago – and it seems that little survives of their hop-related features beyond the external aspects of the roofs and the dormers.

Both the buildings in the Prague Suburb and the Anton Dreher Export Brewery have lost their original function and are currently vacant or not used for hop-related activities; many of the buildings still preserve their technological equipment and await some form of reuse. The scale of the problem opens up several questions and challenges in relation to their conversion and the conservation of their characterizing features as hop-processing facilities.

Not much is explained about the future prospects of these structures and their equipment in the nomination dossier or in the management plan; no policy or guidance seems to be envisaged to guide the process of their reuse and conversion.

With regard to integrity, beyond the inconsistent rationale for the series in relation to the proposed justification of Outstanding Universal Value and the delineation of boundaries, an issue is represented by the Hop Lighthouse or Tower. ICOMOS considers this building intrusive in the historic urban landscape of Žatec: the several chimneys are a key feature of Žatec and its historic role as a hop-processing town and they are overshadowed by the overwhelming presence of this tourism-oriented object.

The State Party has provided an account of the genesis of the Hop Lighthouse and its realization: the process has been indeed long and steps in its approval seems to have followed existing national procedures. In this regard, ICOMOS considers it is an unfortunate occurrence that the Hop Tower has been built without a Heritage Impact Assessment that could have helped identify its negative impacts on the property to be nominated.

However, notwithstanding the weaknesses of this nomination, ICOMOS notes that further research and exploration on the impacts that the purportedly centuries-long traditional hop growing and processing have left on the landscape of Žatec region and might be still recognizable, might deserve being pursued by the State Party to verify if a robust case can be made for a different proposal.

## 8 Recommendations

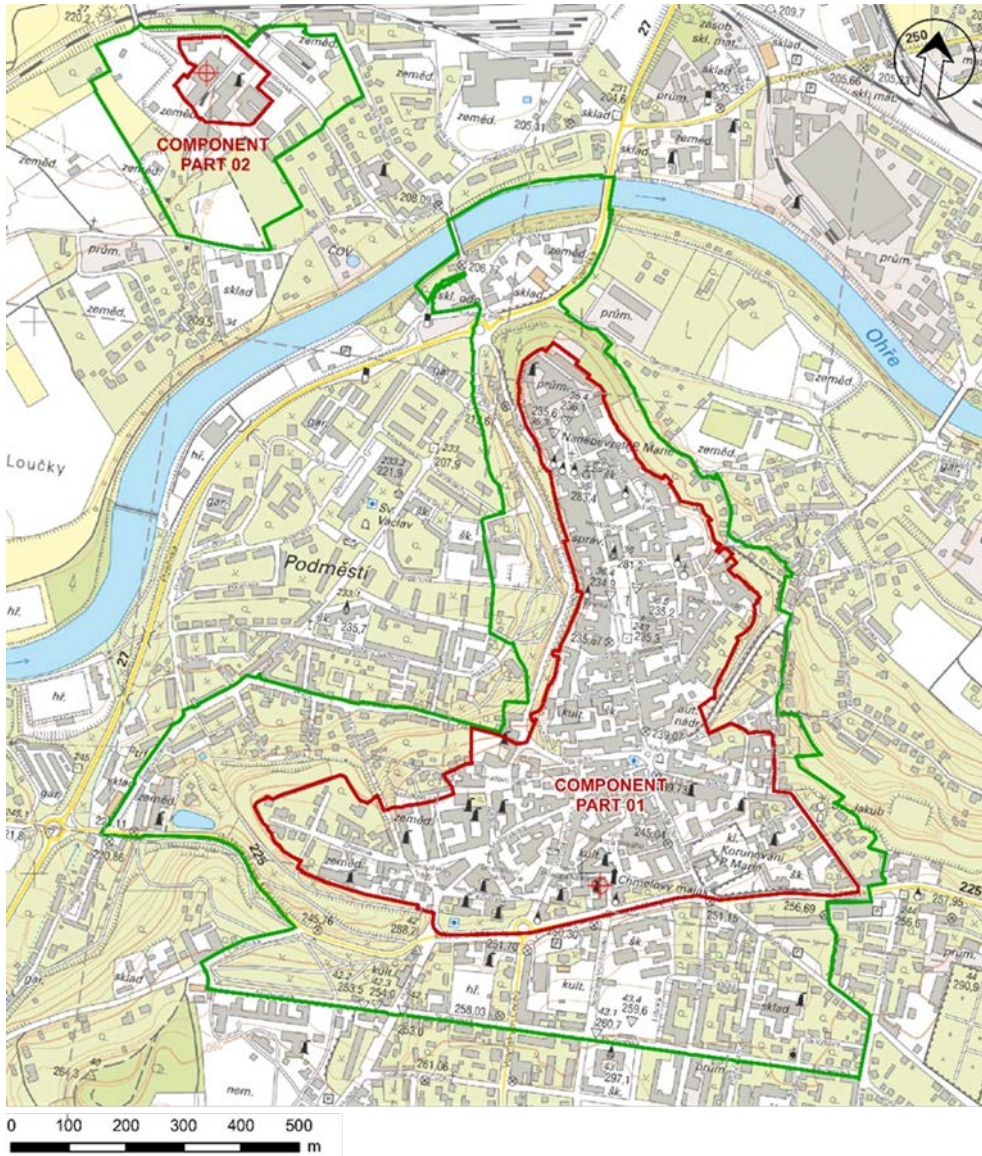
### Recommendations with respect to inscription

ICOMOS recommends that the examination of the nomination of Žatec – the town of hops, Czechia, to the World Heritage List be **deferred** in order to allow the State Party, with the advice of ICOMOS and the World Heritage Centre, if requested, to:

- a) Deepen the research on the theme of hop growing and processing, as well as on the property and its wider setting to bring into focus areas of potential significance and areas where traditional hop farming and processing and its impacts on the landscape can be identified and, if a robust case can be made, then reconsider the scope of the nomination;

Any revised nomination should be visited by a mission to the site.





Map showing the boundaries of the nominated property



Overall view of Žatec



Historic Center of Žatec

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# Aasivissuit-Nipisat. Inuit Hunting Ground between Ice and Sea (Denmark)

## No 1557

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### Official name as proposed by the State Party

Aasivissuit-Nipisat. Inuit Hunting Ground between Ice and Sea

### Location

Qeqqata Municipality  
Greenland  
Denmark

### Brief description

Climate and topography in West Greenland along a vast west-to-east transect from the ocean and fjords to the ice sheet contains evidence of 4200 years of human history. Several diverse fisher-hunter-gatherer cultures have created an organically evolved and continuing cultural landscape based on hunting of land and sea animals, seasonal migrations and settlement patterns, and a rich and well-preserved material and intangible cultural heritage. Large communal winter houses and evidence of communal hunting of caribou are distinctive characteristics, along with archaeological sites from the Saqqaa (2500-700 BC), Dorset (800 BC-1AD), Thule Inuit (from the 13<sup>th</sup> century) and colonial periods (from the 18<sup>th</sup> century). Today's Inuit community and its contemporary cultural traditions complete the cultural landscape, which is presented through the histories and landscapes of seven key localities from Nipisat in the west to Aasivissuit near the ice cap in the east.

### Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *site*.

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (12 July 2017) paragraph 47, it is a *cultural landscape*.

## 1 Basic data

### Included in the Tentative List

29 January 2003

### International Assistance from the World Heritage Funds for preparing the Nomination

None

### Date received by the World Heritage Centre

24 January 2017

### Background

This is a new nomination.

### Consultations

ICOMOS has consulted its International Scientific Committees on Cultural Landscapes and on Archaeological Heritage Management, and several independent experts.

Comments about the evaluation of this property were received from IUCN in November 2017. ICOMOS examined this information to arrive at its final recommendation.

### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 2 to 7 September 2017.

### Additional information received by ICOMOS

A letter was sent to the State Party on 18 October 2017 requesting further information about the system for legal protection; mining leases; progress on the construction of a new ATV-track; consent and involvement of Indigenous peoples; proposed new regional visitor centre; intangible cultural heritage programs; and tourism and interpretation planning.

An Interim Report was provided to the State Party on 22 December 2017 summarising the issues identified by the ICOMOS World Heritage Panel. Further information was requested in the Interim Report, including: the approach taken by the nomination to select a large and continuous transect; the wider context of historical movements of people into the nominated area; specific extensions to the comparative analysis; confirmation that legal protection is in force; implications of the lack of a buffer zone; monitoring; tourism planning, documentation of cultural practices; Indigenous community benefits, and wind turbine developments.

Additional information was received from the State Party on 13 November 2017 and 22 February 2018 and has been incorporated into the relevant sections of this evaluation report.

### Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

The nominated property is 417,800 ha in area and is located north of the Arctic Circle in West Greenland. It is approximately 235 km long and up to 20 km wide – an irregular rectangular-shaped west-east transect from the Davis Strait in the outer sea, into and including a span of approximately 40 km of the dynamic ice sheet in the east.

The nominated property is an organically evolved and continuing cultural landscape that has been used and managed by humans for several millennia. The State



Party has identified seven key localities that demonstrate its cultural histories. These contain a range of archaeological sites, historical and present day settlements and have been chosen as localities that convey the values of the nominated property, including the interdependence between humans and the landscape-seascape over time. The seven localities demonstrate different periods in Greenland's human history, spanning approximately 4200 years; and seasonal patterns of migration and land use. The surrounding seascapes and landscapes provide the resources for hunting, fishing and gathering that have made human life possible in this region.

The seven key localities in order from east to west are briefly described below. These are connected by traditional annual migration routes from coast to inland in summer and then back again in late autumn.

*Aasivissuit* is the largest summer camp, located along the shores of a lake, with Thule hunting features and historical settlement elements from the late 15<sup>th</sup>-19<sup>th</sup> centuries. Excavations have revealed evidence of Saqqaq and Paleo-Inuit hunting settlements, including tent rings and tent houses near the lake shore. There are stone graves, meat caches, and hopping-stones. An impressive caribou drive system (3.9 km, the largest in Greenland) is located here, along with stone cairns and fences used as hides for the hunters, demonstrating summer communal hunting methods.

*Itinnerup Tupersuai* has a number of typical summer camps that provided intermediate points when migrating from the coast to the interior for caribou hunting. Most visible features are the 18<sup>th</sup>-19<sup>th</sup> centuries, but pre-Christian graves are also found. The summer camps can be reached by small river boats, and these are still used by fishers and hunters.

*Saqqarliit* is an abandoned fjord settlement, established in 1859, and subject to officially-managed relocations in 1961. Some houses were removed, leaving only concrete foundations; and the remaining houses are slowly decaying, along with a quay, chapel, Christian graveyard and pre-Christian graves.

Established in 1843, *Sarfannugit* is the only inhabited settlement within the nominated property (approximately 120 inhabitants who work mainly in fishing and hunting). Sarfannugit has modern features, including a windmill, quay, factory, houses and school.

Two components face Davis Strait in locations protected from the weather. *Arajutsisut* is a large winter settlement complex with a number of graves, structures and ruins of Thule and historical Inuit houses, including five communal houses that are typical of the 17<sup>th</sup>-18<sup>th</sup> century coastal settlements.

*Innap Nuua* is also a winter settlement with three large, well-preserved communal houses, and older Thule and

Inuit structures, stone graves and middens, demonstrating an extensive fishing and hunting culture.

*Nipisat Island* is located in the western end of the nominated property and contains a unique diversity of archaeological remains, including Saqqaq, Thule, historical Inuit and colonial period sites. The Saqqaq tent rings are of particular significance. Excavations show that seal and caribou have been an important part of the diet through all periods. Many of the excavated artefacts are exhibited at the museum in Sisimiut. Ruins associated with the colonial settlement of Nepisene include a large warehouse and pre-Christian and Christian graves.

ICOMOS notes the importance of the spiritual and mythical dimensions of the landscape. Rituals and stories of mythical persons, of sacred places, and about the Aurora Borealis (Northern Light) are part of the continuing cultural traditions.

The dynamic geomorphology, climate, biodiversity and fauna of the nominated area are interlinked. The boundary overlaps with part of Ramsar area no. 386 Equalummiut Nunaat and Nassuttuup Nunaa at its eastern end, designated on the basis of Ramsar criteria 1 (representative example of the wetlands in this inland area); 3 (high waterbird diversity); 4 (moulting and breeding of the Greenland White-fronted Goose, *Anser albifrons flavirostris*); and 6 (the second-most important area for Greenland White-fronted Goose, with approximately 6% of the world population of this endemic sub-species). One species of vascular plant (*Sisyrinchium groenlandicum*) is endemic and grows only east of Sisimiut and at Nuup Kangerlua.

### History and development

The human history of this cultural landscape spans 4200 years. Three major migrations of Paleo-Inuit and Inuit peoples came to Greenland from present-day Canada: Saqqaq (2500-700 BC), Greenlandic Dorset (800 BC-AD1) and Thule Inuit (from the 13<sup>th</sup> century). From the 18<sup>th</sup> century, colonists from Denmark-Norway established settlements on the island of Nipisat.

About 6000 years ago, the ice sheet reached a position about 40 km east of its present extent (coinciding approximately with the eastern boundary of the nominated property). The ice sheet reached its current position about 3500 years ago. Continuing processes of uplift created an ice-free area with freshwater waterways and lakes, running roughly west-east, which is the focus of this World Heritage nomination. This area of Greenland features a steep climate gradient between summer and winter, strong tidal currents on the coastline, and an arid steppe interior. The sea provides fish and marine mammals, and in the interior caribou is the main game species (in 2005 their population was estimated to be 90,000).

These natural factors have strongly shaped the cultural landscape of the nominated property. Despite many differences, these cultures shared conditions of subsistence based on the marine and terrestrial hunting,

establishing seasonal migration patterns. These have primarily involved west-to-east movements in the summer to access the caribou hunting grounds; but other regional systems of exchange also functioned for resources such as soap stone, Disko Bay slate, driftwood and baleen.

#### *Paleo-Inuit: Saqqaq*

The Saqqaq cultural traditions are known from their distinctive tools of a slate called *killiaq*, and a fully adapted maritime-oriented hunting culture. The Saqqaq lived in tent dwellings, and ventured inland to hunt caribou, but are not genetically related to Greenland's Inuit people today. A Saqqaq summer camp site dated to 2200-700 BC was excavated on Nipisat from 1989-1994. Artefacts with a high level of preservation were recovered, including: bone, ivory and antler objects; a wide range of stone tools; and, large quantities of faunal remains.

#### *Paleo-Inuit: Greenlandic Dorset*

New Paleo-Inuit migrations came from Eastern Canada around 800 BC, overlapping with the Saqqaq in this area. There are distinctive stone tools and types used. There are five known Dorset sites in the nominated property, suggesting a settlement pattern oriented primarily at the coastal areas, but with some forays into the interiors.

#### *Inuit: Thule Culture*

Today's Inuit people are descendants of the Thule hunter-gatherers that came to Greenland from Alaska and Canada around 1100 AD, arriving in this area by the mid-13<sup>th</sup> century. Many Early Thule sites are found in the nominated property, demonstrating a well-developed Arctic marine-hunting technology, and use of teamed dogs, sledges and watercraft. Thule hunted large animals, such as caribou and whales, and had distinct summer and winter settlements. Their houses were different from the earlier Paleo-Inuit cultures, including semi-permanent round and clover-leaf shaped winter dwellings, igloos built on the ice, and portable summertime tents. Thule sites feature meat caches, stands for kayaks and stone graves. Tools were made of wood, iron or cut and polished slate; and a wide array of weapons and tools have been found. From the 14<sup>th</sup> century, Thule Inuit spread to all parts of Greenland.

#### *European Colonisation and Contemporary History*

European exploration of Greenland grew from the late 16<sup>th</sup> century. Sporadic whaling by Dutch and Danish-Norwegians became more frequent from the early 18<sup>th</sup> century, and European-Inuit trade relationships were established. The settlement of Nepisene was established at Nipisat in 1724.

Hunting of inland caribou and bartering voyages allowed Inuit to profit from trade. In the late 17<sup>th</sup> century, spectacular communal houses were built, accommodating 4-6 families. Some of the largest examples in Greenland are known from Aasivissuit-Nipisat (e.g. Innap Nuua). Use of the communal houses declined from the 19<sup>th</sup> century, and ceased in the 20<sup>th</sup> century.

All periods have some evidence of summer camping and migration routes from Ikertooq Fjord through Maligiaq and

Itinneq to Aasivissuit. Spring camps at the coast or in the fjord could exploit harp seal, fish and birds; and caribou season would draw people further inland.

Missionaries to Greenland introduced literacy, epidemic diseases, and Christianity to the Inuit, with sweeping changes to material culture and population levels. In the 19<sup>th</sup> century, there were eight small community settlements in Aasivissuit-Nipisat, located near the sea. In the 1950s and 1960s these were abandoned, other than Sarfannguit.

Although the nomadic lifestyle of the Inuit ended during the 20<sup>th</sup> century, traditional subsistence activities continued, including seasonal migrations, whaling and sealing, hunting caribou and fishing. Although more than 90% of Greenland's population now belongs to the Lutheran Church, and there are many continuing pre-Christian traditions and stories.

The fishing industry grew in importance for Greenland in the 20<sup>th</sup> century, and salt and fish production were established at Sarfannguit. Tourism has been an important economic activity from the 1990s. Hunting of caribou continues from the towns of Sisimiut (population 5539) and Kangerlussuaq (population 499). Sarfannguit has a fish processing factory and is poised to act as the gateway for visitors to Aasivissuit-Nipisat.

### **3 Justification for inscription, integrity and authenticity**

#### **Comparative analysis**

The comparative analysis is primarily focused on hunter-gatherer cultural landscapes in other parts of Greenland and the Arctic regions of Canada, Alaska, Siberia and Norway. The analysis includes World Heritage and Tentative List properties and other areas throughout the world with comparable attributes and/or cultural histories.

The State Party notes that there are no 'New World Arctic' properties inscribed in the World Heritage List, with the recent exception of 'Kujataa Greenland: Norse and Inuit Farming at the Edge of the Ice Cap' (Denmark). Similarly, fisher-hunter-gatherer cultural landscapes are relatively under-represented.

The State Party identifies a range of themes to guide the comparison: such as the transect from inland ice to sea; seasonal movements and settlements; early human occupation; Thule Inuit cultural settlements; colonial historical settlements; continuing traditional land use practices; caribou hunting/drives; and, communal houses.

The analysis demonstrates that there are common themes and significant archaeological evidence of Paleo-Inuit and Inuit fisher-hunter-gatherer histories that extend across the Arctic region. However, the State Party concludes that none have the full extent of landscape elements, the specific and complete inclusion of chronological historical sequences, seasonal migration routes, seasonal occupations, communal hunting of

caribou, and the continuing and contemporary traditions as the nominated property. While not unique, the distinctive Greenland communal house from the 17<sup>th</sup> century is also rare within this context. Differences are due in part to the inclusion of a sweep of coastal, fjord, inland and ice cap environments, as well as hunting of different species, different colonial-historical interactions and different states of preservation of key attributes.

ICOMOS considers that the comparative analysis is useful in illuminating the specificities and significance of the nominated property; and that additional information provided by the State Party has presented a comprehensive analysis.

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ICOMOS considers that the comparative analysis is appropriately framed and justifies the consideration of the nominated property for the World Heritage List.

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#### **Justification of Outstanding Universal Value**

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

- Cultural landscapes associated with hunter-gatherer cultures are under-represented in the World Heritage List. The hunter-gatherer cultural histories of the Arctic region are therefore a gap;
- The cultural landscape conveys an important testimony to the ways of life of Inuit cultures within the harsh Arctic climate;
- As part of the largest ice-free area in Greenland, the nominated property has a complete chronological history (including Paleo-Inuit, Inuit and historical phases), demonstrated by rich archaeological sites with an excellent state of preservation;
- The long history of hunting caribou and marine animals, and the associated seasonal migrations is visible in the landscape;
- The nominated cultural landscape provides a full 'transect' of movement of peoples over more than 4000 years, from the winter and spring coastal and fjord areas to the summer camps in the interior;
- There are continuing cultural traditions within the nominated property.

ICOMOS considers that the cultural landscape approach is justified for this nominated property since it is the inter-relationships between the various cultural layers and changing natural processes that establish the potential for Outstanding Universal Value. ICOMOS considers that this justification is appropriate.

#### **Integrity and authenticity**

##### **Integrity**

The nominated property is a single area of 417,800 ha, with ocean, fjords, islands, inland and ice cap. The seven key localities and the archaeological, historical and present-day settlements are included within this large area. The nominated property contains many sites that

demonstrate the history of this part of Greenland, including the hunting, fishing and gathering activities of the present-day communities.

ICOMOS notes that the settlement at Sarfannguit has infrastructure and facilities to meet community needs. ICOMOS is also aware of the project to establish a new dirt road that is partly within the boundary of the nominated property, and that this project has been the subject of heritage and environmental impact assessments. However, the project is contentious for some users of the Arctic Circle Trail.

ICOMOS considers that the nominated property includes sufficient representation of the landscape features and processes, and contains all the attributes related to the proposed Outstanding Universal Value. For the most part, these attributes are in good condition, although some archaeological sites are vulnerable to wind and sea erosion, and the abandoned buildings in Saqqarliit are being allowed to decay. ICOMOS considers that there are few visual intrusions or pressures of development on the nominated property, although climate change impacts and future tourism activities pose potential threats.

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ICOMOS considers that the conditions of integrity for the nominated property have been met but could become vulnerable due to future pressures.

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##### **Authenticity**

The authenticity of the nominated cultural landscape rests on the inclusion of a complete landscape and seascape, as well as the well-documented evidence of the hunting and settlement practices and patterns for 4200 years. The transect of environments from the sea, fjords, interior and the ice cap has been used by each phase of human culture for fishing and hunting of marine animals and caribou, according to seasonal movements. The very small human population size, specific climatic conditions, and remoteness of these localities have allowed a high degree of preservation. The archaeological sites, artefacts and ruins bear witness to this long history and traditions of land and sea uses in the Arctic.

The long and continuing interdependence of the fishing-hunting-gathering lifeways with the natural processes and resources of the land and sea are central to understanding the cultural landscape. Throughout its history, the harvesting of natural resources has been central to the cultural landscape, demonstrating traditional and continuing hunting competence and knowledge about weather, food collection, medicinal plants, navigation and so on. The present Inuit culture has been and still is shaped through the relationship between nature and people. Despite changes over time, particularly in the 20<sup>th</sup> century, the continuity of some of the hunting and migration practices and the associated Inuit intangible cultural heritage contribute to the authenticity of the nominated property.

ICOMOS notes that all cultural attributes, sites and structures within the nominated property exhibit a stable state of conservation. The archaeological sites and ruins demonstrate authenticity according to their periods of construction, use and abandonment, and are a valuable source of new evidence and historical understanding.

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ICOMOS considers that the conditions of authenticity of the nominated cultural landscape have been met.

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#### **Criteria under which inscription is proposed**

The property is nominated on the basis of cultural criteria (iii) and (v).

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

This criterion is justified by the State Party on the basis of the presence of archaeological evidence of all periods of Greenland's human history, and the demonstration of seasonal movements and subsistence patterns. These include the 4200-year old site at Nipisat, ruins from the Thule culture (1250-1700), historical evidence of caribou drives (1700-1900), and present-day continuities of hunting and fishing lifestyles in this remote region.

ICOMOS agrees that the layering of cultural traditions and dynamic natural processes within this organically evolved and continuing cultural landscape is significant and has the potential to demonstrate Outstanding Universal Value. Some of the sites included in the cultural landscape – such as the complex of archaeological sites at Nipisat or the evidence of communal caribou drive systems at Aasivissuit – are of individual significance. However, the cultural landscape is more than its parts. Because of the diversity of cultures and sites presented, ICOMOS considers that the arguments presented by the State Party for the justification of this criterion are more strongly relevant to the requirements for criterion (v).

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ICOMOS considers that this criterion has not been demonstrated.

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Criterion (v): *be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;*

This criterion is justified by the State Party on the basis of the ability of the nominated property to demonstrate the resilience of the human cultures and their long history of traditional seasonal migrations. This is demonstrated through the continuing uses of the west/east routes, and the camps that enabled hunting, fishing and gathering cultures to live in the Arctic region.

ICOMOS considers that this criterion is appropriate for the nominated cultural landscape, and that the archaeological sites are significant and exceptionally well preserved,

particularly in the context of the Arctic region. The abundant evidence of culture-nature interactions over several millennia, intact and dynamic natural landscape, intangible cultural heritage and continuing hunting and seasonal movements by Inuit people and other attributes strongly contribute to the demonstration of criterion (v).

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ICOMOS considers that this criterion has been demonstrated.

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In conclusion, ICOMOS considers that the nominated property meets criterion (v), and the conditions of authenticity and integrity.

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#### **Description of the attributes**

The attributes of the property are: the buildings, structures and archaeological sites and artefacts associated with all periods of human history within the property (including, but not limited to the elements of the seven key localities identified by the State Party); the ice cap, fjords, lakes and natural resources (in particular the caribou, and other animal species that support the hunting and fishing cultural practices), are attributes of the cultural landscape given their inextricable relationship with cultural practices throughout history; the routes and methods of traversing the landscape from west to east (and back), together with the seasonality of the landscape are also attributes of the Outstanding Universal Value of this property. Finally, the cultural practices, 'know-how' and weather knowledge, and many other aspects of the intangible cultural heritage of the Greenland Inuit peoples (including language, place names, ecological knowledge, crafts and seasonal rituals and activities) are attributes of the Outstanding Universal Value of this cultural landscape.

#### **4 Factors affecting the property**

The main factors affecting the nominated property are climate change impacts, wind and water erosion, increased uses of the area (including tourism growth), and future development pressures (including modernisation of the settlement at Sarfannguit; sustainability of hunting; and transportation, energy and communication infrastructure).

The fluctuation of the ice cap is a key attribute of the nominated property, demonstrating how the landscape has changed. Climate change is therefore a major environmental pressure. In 2017, the State Party noted that lowering water levels at Aasivissuit lake exposed a large cache of caribou antlers and faunal material along the eastern shoreline. Research suggests that active glaciers and marginal ice zones in Greenland tend to obliterate heritage sites and artefacts that might otherwise be revealed. Other factors include damage to archaeological sites by foxes on Nipisat Island, and wind erosion at Aasivissuit and on the western islands.

The nominated property is exempt from mining. There are no mining exploration licenses within the nominated

property; and the Greenland Ministry of Mineral Resources has confirmed that it will not issue prospecting licenses within the nominated property. The Executive Order for Cultural Heritage of Aasivissuit-Nipisat also prevents granting of licences for prospecting and mineral exploration within the nominated property. The nearest mining or extraction activity is at White Mountain, to the south of the nominated property, where a quarry for Anorthosite minerals is planned to start in 2018. There are no visual impacts on the nominated property foreseen, although the extraction and transportation processes could cause some additional pressures on the nominated property that will require planning and monitoring by the State Party.

There are no plans for large-scale developments such as hydro-electric power plants or dams, and no major transmission lines are permitted in the nominated property. ICOMOS notes that the first Greenlandic wind turbine connected to the public power supply was installed at Sarfannguit in 2010 as an experiment in providing renewable energy. The Government of Greenland's energy policies have an overall objective of deriving energy from renewable sources to the fullest extent possible, and the current priorities are focused on providing wind and hydro power to Greenland's urban areas. There are no plans to add more wind turbines within the nominated property. ICOMOS considers that any future wind energy plans near the boundaries of the nominated property will require Environmental and Heritage Impact Assessments, including consideration of how the visual impacts on the nominated property can be minimised.

The State Party advises that there may be future small proposals for boat landing sites, drying racks for fish, camping sites and so on. The coastal areas depend on boats for transportation, and in the winter, dog sledges, ATVs and snowmobiles are used for transportation in the inland areas. All year traffic with motorised vehicles is possible via two narrow tracks: between Kangerlussuaq and the ice sheet, and between the northern shore of Maligtaq via Itinneq to a small dammed lake north of the nominated property, used mainly by hikers. A third dirt road/ATV-track of 3-4 metres wide will be constructed in 2018 connecting Sisimiut and Kangerlussuaq to improve communication, transport, and access to the nominated property for inhabitants and visitors for recreational use, tourism, hunting and fishing. Approximately 35 km of this new road will cross through part of the nominated property. ICOMOS notes that there have been local debates about the new track project, including concerns about the effects on users of the Arctic Circle Trail. According to Additional Information provided by the State Party, the Environmental and Heritage Impact Assessment processes are still ongoing. The impacts on the nominated property have been incorporated into the two possible routes for this new track. The State Party has confirmed that there are no plans to upgrade the Arctic Circle Trail to any kind of ATV or dirt road; although some possible alterations to its route could be made in order to ensure the separation between the ATV Road and the hikers, and to integrate the settlement of Sarfannguit into the hiking experience.

With approximately 120 inhabitants, Sarfannguit is the only inhabited settlement within the nominated property. The main sources of income are hunting, fishing and jobs in schools and other social services. Modernisation is a continuing process, including new community facilities and tourist accommodation. Tourism planning is foreshadowed, and will include consideration of opportunities for accommodation, handicrafts, food and fjord fishing tourism and transportation from the hiking route between Kangerlussuaq and Sisimiut.

Currently visitor levels are modest. In 2015, almost 10,000 visitors visited the ice sheet by bus from Kangerlussuaq, accompanied by guides. During the summer, approximately 1000 people hike in the area using the Arctic Circle Trail, arriving and departing via Kangerlussuaq. Current visitor impacts are considered to be minimal, although numbers are expected to increase, along with an increasing diversity of visitor activities, especially for Aasivissuit. ICOMOS considers that, in the future, monitoring of tourism impacts will need to include social and cultural pressures on local communities.

Throughout its human history, the Aasivissuit-Nipisat cultural landscape has had hunting and fishing as its core. The landscape and seascape therefore need to continue to be harvested in a sustainable way. While weapons and other equipment have changed, and hunting tourism is likely to grow, there is still a dependence on traditional knowledge and competence about natural resources, land and sea, and weather conditions. Future pressures on the primary fish and animal species will therefore be a threat to the continuing cultural landscape, and it will be essential to strike a balance between hunting and tourism. The State Party has measures in place to ensure the sustainability of their populations, including monitoring.

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Aside from ongoing environmental pressures, including those associated with climate change, ICOMOS considers that there are few current threats, but that there are potential future threats from, transportation infrastructure, modernisation of the settlement at Sarfannguit, and tourism growth, including hunting tourism.

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## **5 Protection, conservation and management**

### **Boundaries of the nominated property and buffer zone**

The nominated property covers a large area, totalling 417,800 ha. It is approximately 235 km long and 20 km wide, stretching from Davis Strait in the west, and 40 km onto the ice sheet in the east. The boundary divides Qeqqata Municipality, running west to east across its extent; and has been established on the basis of a mixture of topographic features and municipal boundaries, with the purpose of including settlements that can represent a full year of traditional hunting and gathering activities from the ice sheet to the sea.

An important feature within the area is the traditional migration trail from the winter settlements on the coastal islands to the inland close to the ice cap, connecting the key localities.

ICOMOS notes that, from the migration route, there are few locations where the boundary is visible, although the areas on each end are more exposed to visual intrusions. ICOMOS considers that all attributes related to the proposed Outstanding Universal Value of the nominated property are included within the property boundary.

No buffer zone has been established for the nominated property. The State Party justifies this on the basis that the large nominated area provides adequate protection to the attributes of the proposed Outstanding Universal Value. There are no current adverse effects of development that would require a buffer zone.

ICOMOS considers that the lack of a buffer zone is unlikely to be an issue for its long-term protection. The property occurs across a large area, is delineated to the north and south by topographical considerations, and there are few threats to its context, setting and visual integrity. Nevertheless, ICOMOS has continuing concerns about potential off-site impacts on the nominated property (including visual, hydrological and geological impacts), particularly in relation to future mining and energy projects and activities. The State Party has indicated that the legal frameworks for the exploitation of mineral resources provide sufficient safeguards. However, this relies heavily on the strength of the systems of legal protection and planning tools for the property, and on thorough and timely assessments of environmental and heritage impacts of future development projects located outside the nominated property.

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ICOMOS considers that the boundary of the nominated property is adequate, and that a buffer zone is not essential. The State Party should further strengthen its mechanisms for assessment and protection of the nominated property from off-site activities, including the potential hydrological and geological impacts of future mining proposals.

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#### **Ownership**

There is no private land ownership in Greenland, and all land is owned by the Government of Greenland. In 2016, there were 113 inhabitants within the nominated property, living at Sarfannguit. There are 43 privately owned family homes in Sarfannguit, and 12 buildings owned by businesses there (not including the land on which they stand).

#### **Protection**

The government of Greenland is responsible for decisions about land and sea use. An Executive Order regarding the protection of the cultural heritage of Assivissuit-Nipisat was adopted by the Government of Greenland (Naalakkersuisut) and came into force on 1 February 2018. This provides the basis of the legal protection for the nominated property, including the formal

establishment of the boundary, and provisions for access, protection, management, monitoring and uses. The regulations to the Executive Order and the Mineral Resources Act will prevent the granting of licenses for mining prospecting or exploration.

A number of legal protection mechanisms apply to the nominated property: Heritage Protection Act (Inatsisartut Act no. 11, 19 May 2010 on Cultural Heritage Protection and Conservation); the Museum Act (Inatsisartut Act no. 8, 3 June 2015); and the Planning Act (Inatsisartut Act no. 17, 17 November 2010).

The Museum Act safeguards the tangible and intangible cultural heritage, while the Heritage Protection Act safeguards historic assets as ancient monuments, historic buildings and historical areas. Isolated graves and all ancient monuments pre-dating AD 1900 are automatically protected. The Greenland National Museum and Archives is responsible for decisions within the Heritage Protection Act, including designations, alterations and monitoring. There are no currently listed historic buildings within the property, although there are four buildings in Sarfannguit under consideration. Listed buildings are protected by Greenland laws and municipal planning which regulate alterations.

Protection of the landscape and natural attributes is provided by a range of laws and planning regulations, including the Inatsisartut Act no. 9, 22 November 2011 on Environmental Protection, revised in Inatsisartut Act no. 1, 29 May 2012; and Executive Order no. 12, 21 June 2016 on protection of Greenland's internationally appointed wetlands and protection of some species of water birds ("The Ramsar Executive Order). Protection of the wetlands (Ramsar Area no. 386) includes protection of some threatened goose species that gathers here to moult, and for calving caribou. Human activities are regulated in this area, including a period of three months each year for caribou calving.

There are also relevant laws and regulations for the conservation of natural amenities, catching and hunting, tourism, mining, project approvals and traffic management. The Municipal Plan for the Qeqqata Municipality (2010) covers relevant planning regulations for the nominated property, such as for local tourism, infrastructure, zoning for wilderness, summer houses, recreation and trophy hunting and matters concerning the settlement at Sarfannguit.

Greenland is dependent on its fisheries and there are regulations for catch quotas for fish, sea mammals and inland hunting species (such as caribou). There are different quotas for professional hunters and for recreational hunters. Fish and animal populations are monitored, and quotas are adjusted if stocks decrease. There are also regulations for when and where certain game species can be taken.

ICOMOS notes that changes to the status of Greenland (2008-2009) have resulted in increased autonomy and responsibility, as well as added pressure to the budget.

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ICOMOS considers that the nominated property is subject to sufficient and effective legal protection.

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### Conservation

The cultural landscape is well-documented through descriptions over many years by travelers, ethnographers, colonial administrators, archaeologists, local people and natural scientists. Archaeological research has occurred for almost a century. Aasivissuit was excavated several times from the 1970's. Nipisat's Saqqaq sites were excavated in 1980s and 1990s, and finds are exhibited at the Sisimiut Museum. The State Party expects that Aasivissuit will become an important tourism destination and has established the 'Aasivissuit Special Conservation Initiative 2018-2021', starting with high-resolution documentation.

ICOMOS considers that there is sufficient research concerning the landscape histories of the nominated property, including the changing cultures over time, the culture-nature relationships, and the importance of the human settlements and migration routes from the sea to the interior and ice sheet. The State Party has provided additional information concerning contemporary Inuit cultural practices, such as the re-use of materials at the camp sites, uses of trails, caribou hunting, and family associations with specific hunting grounds. ICOMOS considers that these and other aspects of the continuing cultural landscape could be documented in more detail. There is future research potential, and a need for continuing research at the key localities and other sites within the nominated property.

A web site called Katersaatit has been established as part of the nomination process to gather, tell and maintain collected stories, place names, knowledge of animals, hunting and cultural memories. Recent oral history and documentary research has identified three new narratives associated with the nominated property (included in the Additional Information provided by the State Party). The Sisimiut/Kangerlussuaq museum is working on a web-based participatory mapping project to gather cultural knowledge.

Beyond basic site management, monitoring and archaeological surveys, there are few active conservation programmes or measures in place. ICOMOS considers that the physical fabric of the landscape and seascape and all attributes demonstrate a good state of conservation. An exception is the abandoned houses/quay and Christian graveyard of Saqqarliit, which are slowly decaying. Developing specific policies for these could be beneficial.

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ICOMOS considers that the state of conservation of the attributes of this nominated property is satisfactory/good, and that there is considerable research potential. Further attention could be given to the development of regular cyclical maintenance, and the development of policy objectives for the abandoned historical period buildings at Saqqarliit. Continued work to document cultural practices and intangible culture heritage is also needed.

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### Management

Management structures and processes, including traditional management processes

A Management Plan for the nominated cultural landscape was established in January 2017. The Danish Agency for Culture and Palaces acts in relation to the responsibilities of the State Party, and the Government of Greenland provides for the protection and management of World Heritage properties in Greenland, led by the Ministry of Education, Culture, Research and Church. The nominated cultural landscape is located within the Qeqqata Municipality, which is responsible for the uses and planning of the nominated area.

A Steering Committee has been established by the Qeqqata Municipality, with representatives of the Danish Agency for Culture and Palaces, the Greenland Ministries of Education, Culture, Research and the Church; Industry, Labour and Trade; and the Sisimiut and Kangerlussuaq Museum. Advisory roles are played by the Greenland National Museum and Archives, Ministry of Nature, Environment and Energy and the Mineral License and Safety Authority. Should the nominated property be inscribed, this Steering Committee will be replaced by a World Heritage Steering Committee. It will have 10 members: four appointed by the Qeqqata Municipality including the Chair and representatives of the Sisimiut and Kangerlussuaq Museum and the settlements of Sarfannguit and Kangerlussuaq; one from the Danish Agency for Culture and Palaces; four from the Greenland Government's relevant Ministries; and one person from the Greenland National Museum and Archives. The tasks and competencies of the Steering Committee are outlined in the Management Plan.

The Qeqqata Municipality provides information, licenses and services relevant to the management of the nominated property. The Municipality's website has information about regulations and permissions relating to hunting, catching and fishing, such as applying for licenses, timing and sizes of quotas, maps indicating caribou calving areas, and monitoring arrangements. The Municipality is also responsible for day-to-day approvals in relation to summer houses, and the settlements at Sarfannguit and Kangerlussuaq.

Part of the Ramsar area no. 386 falls within the nominated property. A management plan for the Kangerlussuaq area has some provisions for the protection of threatened species, and calving caribou. IUCN recommends that the Ramsar criteria are taken into account and integrated into the overall management plan for the nominated property.

A site management facility will be established in the Qeqqata Municipality and a site manager appointed. One or more Park Rangers will also be appointed. The Park Ranger service was to be established in 2017.

ICOMOS considers the proposed management system to be appropriate for the nominated cultural landscape. However, a number of the key elements are not in place, nor are all the required resources clearly allocated for these purposes.

Financial resources will be provided by the Government of Greenland, Qeqqata Municipality and Danish Agency for Culture and Palaces. Overall, the financial resources are modest, raising questions about whether there is sufficient secure funding for the needed conservation activities across this large area. Staffing resources are not yet in place, other than what can be available via the Greenland National Museum and Archives, which has well-trained and experienced staff with relevant competence, particularly in archaeology. Capacity building for tourism and guiding is an identified need, particularly given the preference for guided tourism in the arctic region. ICOMOS notes that Campus Kujalleq in south Greenland offers tourism programmes for arctic tourist guiding and arctic adventure guiding.

There are no particular threats associated with natural disasters in this part of Greenland, although the State Party notes that some coastal archaeological sites could be at risk due to marine oil pollution.

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

The Management Plan was developed to accompany the World Heritage nomination and included input from the Government of Greenland, Qeqqata Municipality and Greenland National Museum and Archives. The Management Plan sets out some broad objectives; identifies assets, values and threats; the different responsibilities for providing financial resources; and time-based schedule for implementing some of the identified initiatives.

ICOMOS considers that the Management Plan provides an adequate framework for decisions. However, for the most part it is not yet in operation, and coordination by different levels of government decision making will be important. Much therefore relies on the legal mechanisms set up by the Executive Order, and on the establishment of the World Heritage Steering Committee and its capacities.

The Management Plan outlines planned initiatives for visitor facilities and communication, including suggested new access points within and near to the nominated property. Since the 1990s, tourism has grown in its importance for the local economies. The State Party expects tourism levels to increase if the nominated property is inscribed in the World Heritage List. Current tourism levels are modest, and there is minimal tourism infrastructure. ICOMOS notes that the islands need safer access and landing facilities, and that toilet facilities, water supply, camp sites and additional accommodation at Saqqarliit and Sarfannuguit are identified needs.

Most visitors arrive by plane to Kangerlussuaq. There is also an airport at Sisimiut and there are plans to enlarge it. Arrival by cruise ship is also occurring, and is expected to grow.

Tourism focuses on experiencing the landscape. Hikers use the 160 km long Arctic Circle Trail, which has a number of cabins along its route. Most of this Trail is located outside the nominated property, although some of its route crosses it. Visitors also access the area by ATVs, dog sledges, skis or bikes, in summer and winter. The planned new ATV dirt track, will open up the area to more visitors.

Visitors have limited opportunities to understand the cultural heritage and history of the region. A number of information boards are planned, along with apps and websites, viewing points, teaching materials, and tourism/information brochures. 'Code of Conduct' guidelines are being prepared to introduce visitors to Greenland, especially for hikers.

Greenland's National Tourism Strategy covers the period 2016-2020. Its main focus is the development of the framework needed for the potential growth of the tourism sector in Greenland, and to significantly increase visitor numbers. This will require infrastructure and investment in tourism activities and destinations.

The Government of Greenland has planned regional visitor centres. One of these is envisaged for Qeqqata Municipality, but is dependent on the establishment of funding arrangements with partners, philanthropic funds and international research centres. The Greenland Government has prioritised 15 million Danish Krone, and the Municipality is expected to contribute 8 million Danish Krone, but the full arrangements are not yet in place. Arctic Circle Business provides advice to local businesses, and education courses for the tourism and fishing industries.

A tourism strategy is being prepared for the nominated property by the Municipality and Arctic Circle Business. Broad goals for local tourism and tourism branding are established in the Municipal Plan. A number of tourism initiatives outlined in the Management Plan will be implemented in 2018; and a workshop was held in February 2018 with tourism operations and hunting and fishing industry representatives. Discussions regarding cruise ship tourism have been initiated with Visit Greenland and the Association of Arctic Expedition Cruise Operations. Planning includes proposals for a visitor centre at Kangerlussuaq and another (unstaffed), as well as interpretation of the key sites. There are also planned initiatives to improve the visitor experience in relation to food and crafts.

ICOMOS considers that the interpretation planning could be improved further by actively engaging the hunting communities as transmitters of knowledge and making better uses of new technologies to augment static signs.



## Involvement of the local communities

The population within the nominated property is small, and it appears that local people have been engaged in the nomination and management processes.

ICOMOS notes that local people wish to ensure their ability to continue their ways of life within the nominated property and have been assured that the proposed inscription is compatible with these continuing traditions. It is noted that Greenland's population is 88% Inuit, and that the nomination has been largely steered by the Qeqqata Municipality. The development of the nomination has been conducted in Greenlandic and has directly involved the village councils of Kangerlussuaq and Sarfannguit, as well as the municipal council, based in Sisimiut.

Currently the tourism sector is locally owned and support the continuation of traditional hunting and fishing skills, sailing and land transportation. Nevertheless, ICOMOS considers that there are opportunities to proactively acknowledge and benefit the needs and rights of Inuit people, including adoption of Inuit governance arrangements and support for local small businesses arising from World Heritage management and tourism/interpretation.

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ICOMOS considers that the proposed management system for the nominated property is appropriate, but notes that most of the key structures and positions are not yet in place. ICOMOS considers that continued strategic planning for tourism is required, including pro-active engagement with the cruise ship tourism sector. The availability of the resources for implementation of the management system should be confirmed, including the timeline, expertise and financial resources to engage appropriately skilled site manager and rangers, and to develop the tourism and interpretation plans. ICOMOS encourages the State Party and the Qeqqata Municipality to work with local communities to enhance the benefits for Inuit people arising from World Heritage inscription.

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## 6 Monitoring

The State Party has developed a monitoring plan including the establishment of baseline data. All seven of the key localities are included in the monitoring system. Monitoring of cultural heritage sites is the formal responsibility of the Greenland National Museum and Archives, but the work will be carried out mostly by park rangers and the Qeqqata Municipality.

The large size of the nominated property poses challenges for monitoring, and the State Party proposes to involve citizens and tourists, utilising smartphone applications. A scheme of key sites and natural resources has been devised, along with associated indicators, methods, frequencies and responsibilities. In 2017, equipment to monitor the snow depth, atmospheric and subsurface temperatures was installed at Nipisat and Aasivissuit; and there are plans for further expansion of monitoring

technologies (utilising drones and aerial survey). Visitor levels will be monitored at the seven key sites by the Greenland National Museum and Archives.

The State Party has explained its rationale for according a low priority to monitoring areas exposed by retreating ice for their archaeological potential on the basis that such sites are typically destroyed by the geomorphological processes.

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ICOMOS considers that the monitoring arrangements are a satisfactory beginning but are not yet systematic and need to be more explicitly focused on monitoring the condition and changes to the attributes of Outstanding Universal Value, and future pressures. The State Party should continue to enhance the monitoring system, including introduction of regular and cyclical monitoring and maintenance.

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## 7 Conclusions

Continuing cultural landscapes that can demonstrate the importance of fisher-hunter-gatherer cultures in human history are under-represented in the World Heritage List, and the nominated property potentially contributes to addressing this gap. The cultural landscape is a large west-east transect from the ocean to the ice sheet, containing seven key localities with rich archaeological evidence of the histories of Paleo-Inuit/Saqqaq, Thule, Inuit and colonial periods, spanning 4200 years. This is an organically evolved and continuing cultural landscape, with a small contemporary settlement, continuing communal hunting and fishing traditions, and elements of intangible cultural heritage – all set within large-scale land and seascapes.

ICOMOS considers that the requirements for demonstrating the Outstanding Universal Value of this cultural landscape have been met by the State Party. The nominated cultural landscape demonstrates criterion (v) and meets the requirements of integrity and authenticity. ICOMOS considers that the comparative analysis provides a sound basis for understanding the specificities of the nominated landscape.

ICOMOS considers that the nomination strategy adopted by the State Party is unusual, in that a large west-east landscape 'transect' has been provided, but with seven key sites or nodes highlighted within the larger area. This seems a useful approach, but ICOMOS emphasises the need for attributes of Outstanding Universal Value occurring throughout the entirety of the property to be conserved, even those known or potentially occurring outside the seven key sites.

ICOMOS considers that the main threats to the property are ongoing environmental pressures, including those associated with climate change. There are very few additional pressures, although there are potential future threats from environmental processes, transportation infrastructure, wind energy installations, modernisation of the settlement at Sarfannguit, and tourism growth.

ICOMOS considers that the boundaries of the nominated property are adequate. The State Party has not provided a buffer zone, on the basis of the large area of the nominated property and the lack of direct pressures. ICOMOS accepts the arguments by the State Party that a buffer zone is not essential, due also to the topographic basis of the long boundaries; noting that there are few potential threats based on direct visual impacts. ICOMOS has concerns about potential off-site impacts on the nominated property, including visual, hydrological and geological impacts, particularly in relation to future mining and energy projects and activities, placing considerable reliance on the strength of the legal protection for the property, and on thorough and timely assessments of environmental and heritage impacts of future development projects located outside the nominated property.

ICOMOS considers the legal protection of the property is sufficient. The nominated property demonstrates a good state of conservation for the most part, and the management system is adequate, although it will be important to ensure that the resources for implementation are available. ICOMOS considers that the proposed management system is appropriate, but notes that most of the key structures and positions are not yet in place. The Management Plan should provide a sound overarching framework for decision-making, together with the operation of the proposed World Heritage Steering Committee. The availability of the resources for implementation of the management system should be confirmed, including the timeline, expertise and financial resources to engage appropriately skilled site manager and rangers, and to develop the tourism and interpretation plans for the nominated property.

ICOMOS considers that the monitoring arrangements need to be more explicitly focused on the condition and changes to the attributes of Outstanding Universal Value, and the key future pressures, such as tourism and environmental change. Monitoring arrangements should also be systematic and cyclical rather than reactive and opportunistic.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that Aasivissuit-Nipisat. Inuit Hunting Ground between Ice and Sea, Denmark, be inscribed as a cultural landscape on the World Heritage List on the basis of **criterion (v)**.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

Climate and topography in West Greenland along a vast west-to-east transect from the ocean and fjords to the ice sheet contains evidence of 4200 years of human history. Fisher-hunter-gatherer cultures have created an organically evolved and continuing cultural landscape

based on hunting of land and sea animals, seasonal migrations and settlement patterns, and a rich and well-preserved material and intangible cultural heritage. Large communal winter houses and evidence of communal hunting of caribou via hides and drive systems are distinctive characteristics, along with archaeological sites from the Saqqaq (2500-700 BC), Dorset (800 BC-1 AD), Thule Inuit (from the 13<sup>th</sup> century) and colonial periods (from the 18<sup>th</sup> century). The cultural landscape is presented through the histories and landscapes of seven key localities from Nipisat in the west, to Aasivissuit, near the ice cap, in the east. The attributes of the property include buildings, structures, archaeological sites and artefacts associated with the human history of the landscape; the landforms and ecosystems of the ice cap, fjords, lakes; natural resources, such as caribou, and other plant and animal species that support the hunting and fishing cultural practices; and the Inuit intangible cultural heritage and traditional knowledge of the environment, weather, navigation, shelter, foods and medicines.

**Criterion (v):** Aasivissuit-Nipisat and the transect of environments it contains demonstrates the resilience of the human cultures of this region and their traditions of seasonal migration. The abundant evidence of culture-nature interactions over several millennia, intact and dynamic natural landscape, intangible cultural heritage and continuing hunting and seasonal movements by Inuit people and other attributes combine in this distinctive cultural landscape. This is demonstrated through the continuing uses of the west/east routes, the rich archaeological record of Palaeo-Inuit and Inuit cultures, and the camps and hunting elements that enabled hunting-fishing-gathering peoples to live in the Arctic region.

#### Integrity

The integrity of the cultural landscape is based on the inclusion of areas of ocean, fjords, islands, inland and ice cap that can demonstrate the historical and present-day migrations and seasonal patterns of hunting and fishing. The property contains a sufficient sequence of environments, archaeological sites and settlements to demonstrate the cultural histories and significant intangible cultural heritage of this part of Greenland, including the settlements and the seasonal hunting, fishing and gathering activities of the present-day communities. Seven key localities have been specifically described, although attributes of Outstanding Universal Value occur throughout the property, and are potentially vulnerable due to pressures from climate change.

#### Authenticity

The authenticity of the cultural landscape is based on the inclusion of a complete landscape and seascape, the interdependence of the fishing-hunting-gathering lifeways with the natural processes and resources, and the tangible evidence of the hunting and settlement practices and patterns for 4200 years. The transect of environments from the sea, fjords, interior and the ice cap has been used by each phase of human culture for fishing and hunting of marine animals and caribou, according to seasonal movements. Archaeological sites and artefacts

demonstrating a good state of preservation, and the ruins of historical structures bear witness to the history and traditions of land and sea uses in the Arctic. The continuity of some of the seasonal hunting and migration practices, and the associated Inuit intangible cultural heritage and traditional knowledge contribute to the authenticity of the cultural landscape.

#### Management and protection requirements

The government of Greenland is responsible for decisions about land and sea use, and protection of the cultural landscape is subject to an Executive Order of the Government of Greenland (Naalakkersuisut) which came into force on 1 February 2018. This provides the basis of the legal protection for the property, including the formal establishment of the boundary, and provisions for access, protection, management, monitoring and uses. The regulations to the Executive Order and the Mineral Resources Act prevent the granting of licenses for mining prospecting or exploration. Further legal protection of the cultural landscape is provided by Greenland's Heritage Protection Act, Museum Act, and the Planning Act. The Greenland National Museum and Archives is responsible for decisions within the Heritage Protection Act. The Municipal Plan for the Qeqqata Municipality covers relevant planning regulations for the property, such as for local tourism, infrastructures, zoning for wilderness, summer houses, recreation and trophy hunting and matters concerning the settlement at Sarfannguit.

Protection of the landscape and natural attributes is provided by the Act on Environmental Protection and the Ramsar Executive Order (2016). There are regulations for catch quotas for fish, sea mammals and inland hunting species (such as caribou). There is a need to integrate the Ramsar criteria for the Eqalummiut Nunaat and Nassuttuup Nunaa area into the overall management plan for the property.

Because there is no buffer zone for this property, there are continuing needs to strengthen mechanisms for assessment and protection of the property from off-site activities, including the potential hydrological and geological impacts of future mining proposals, transportation infrastructure and wind turbine installations. Greater attention and detailed planning is needed for the area's future tourism management, including monitoring of the social and physical impacts of tourism.

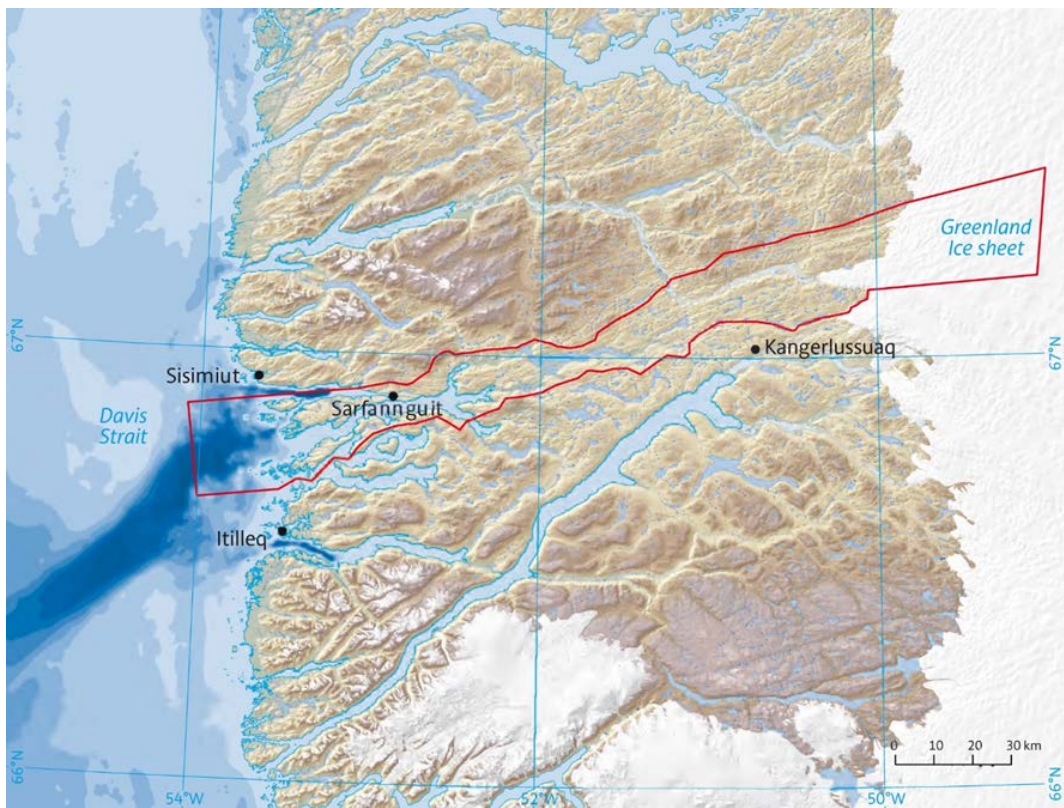
The Management Plan (January 2017) provides a sound framework for decision-making, together with the operation of the 10-member World Heritage Steering Committee. The Management Plan outlines responsibilities of the Danish Agency for Culture and Palaces, the Government of Greenland, and the Qeqqata Municipality. The availability of the resources for implementation of the management system should be confirmed, including the timeline, expertise and financial resources to engage appropriately skilled site manager and rangers, and to develop the tourism and interpretation

plans. Continuing documentation of cultural practices and intangible culture heritage, and regular and cyclical monitoring and maintenance are needed as a priority.

#### Additional recommendations

ICOMOS recommends that the State Party give consideration to the following:

- a) Establishing the proposed Park Ranger service and ensure that sufficient annual funding is available to fully implement the management system,
- b) Minimising the impacts of the new ATV track on the property, and ensuring as far as practicable the separation between the new ATV track and the Arctic Circle Trail,
- c) Further developing and implementing the monitoring system with an explicit focus on the attributes of Outstanding Universal Value, including introduction of regular, pro-active and cyclical monitoring and maintenance; and indicators and processes to monitor the social and physical impacts of tourism,
- d) Developing policies that clarify the conservation aims for the decaying buildings and other features from the historic period at Saqqarliit into the management system, and conclude the processes of the designation of historic buildings in Sarfannguit,
- e) Continuing to actively engage with the cruise ship tourism sector regarding future plans as part of the tourism strategies for the property,
- f) Working with the Qeqqata Municipality and local communities to enhance the benefits for Inuit people arising from World Heritage inscription, including capacity building programs for local people to take a strong role in future tourism and interpretation initiatives,
- g) Ensuring that all major projects (including any planned future wind energy installations located outside the property boundary) that could impact on the Outstanding Universal Value of the property are communicated to the World Heritage Centre in line with paragraph 172 of *Operational Guidelines for the Implementation of the World Heritage Convention*;



Map showing the boundaries of the nominated property



Large stone grave, Thule culture



River in Itinneq and fjord of Maligiaq

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# The Historic Urban Ensemble of Nîmes (France) No 1569

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## Official name as proposed by the State Party

The Historic Urban Ensemble of Nîmes

## Location

Region of Occitanie  
Department of Gard  
France

## Brief description

Nîmes features the preserved monuments of a Roman colony and the city that has grown up around them. The *Maison Carrée*, the amphitheatre, a temple to Diana (part of a temple complex called the *Augusteum*), and portions of the city walls and gates all date to 1<sup>st</sup> century CE and these were incorporated into the later medieval city. Since the 11<sup>th</sup> century, many new buildings in the city have reflected the earlier structures in form and design, sometimes reusing pieces from Antiquity, or more commonly incorporating motifs and specific architectural elements. Together, the ancient monuments and the Renaissance, Neoclassical and modern buildings that they have inspired connect antiquity with the modern world.

## Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *group of buildings*.

## 1 Basic data

### Included in the Tentative List

4 April 2012

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

30 January 2017

## Background

This is a new nomination.

## Consultations

ICOMOS has consulted its International Scientific Committee on Historic Towns and Villages and several independent experts.

## Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 4 to 6 September 2017.

## Additional information received by ICOMOS

On 18 July 2017, ICOMOS received a letter from the State Party describing four proposed developments, two within the property and two adjoining the buffer zone. ICOMOS sent a letter to the State Party on 31 July 2017 requesting information on the proposed developments in both the nominated property and buffer zone. On 28 August 2017, the State Party sent a response describing the current status of these projects. This information has been incorporated into the relevant sections below.

On 18 January 2018, ICOMOS sent an Interim report to the State Party, which replied with additional information on 23 February 2018 and the proposal to change the name of the nominated property from “Nîmes, Antiquity to the Present” to “The Historic Urban Ensemble of Nîmes”. This information has been incorporated into the relevant sections above and below.

## Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

The property comprises a series of districts in the centre of Nîmes. The medieval quarter, known as *L'Écusson* (literally the Escutcheon, or, the Shield) is roughly triangular in shape, with a Roman monument at each corner, the *Maison Carrée*, the *Porte d'Auguste* and the amphitheatre. Immediately to the west of the medieval area is the *Jardin de la Fontaine*, with basins and canals created in the 18<sup>th</sup> century that surround the former Roman *Augusteum* and the Temple of Diana. South of the medieval city is the *Avenue Feuchères* and its neighbourhood, built in the 19<sup>th</sup> century to connect the railway station to the centre of the city. It ends at a monumental square beside the amphitheatre.

Several notable Roman structures are present in Nîmes. Erected between the years 2 and 5 CE, the *Maison Carrée* lay beside the forum in the centre of Roman *Nemausus*; at that time, the temple housed a dynastic cult. The building was adapted into the system of medieval ramparts, then into a residence, and was transformed into a church in the 17<sup>th</sup> century, when the first major restoration campaign was undertaken. It housed a museum after the French revolution. The most recent restoration took place between 2006 and 2010 that integrated the previous works and cleaned the façade. The *Maison Carrée* is presently used as a space to show a visitor interpretative film.

The amphitheatre was built at the end of the 1<sup>st</sup> century CE and could accommodate up to 24,000 spectators. It was later fortified by the Visigoths and withstood a siege in 569 CE. In the following centuries,

its use varied; at times sheltering houses, at others acting again as a fortress or seat of power. The interior houses were demolished at the turn of the 19<sup>th</sup> century, followed by restoration and archaeological investigations. The amphitheatre is now used for the occasional concert or show.

The so-called Temple of Diana was part of the *Augusteum*, a larger complex dedicated to the emperor Augustus, sometimes referred to as the sanctuary of the fountain. Rediscovered in 1738, it was located beside a spring that was the centre of the original pre-Roman settlement. The temple and the area surrounding it were turned into a series of canals, water basins, gardens and a promenade in the 18<sup>th</sup> century, and these have influenced the built form in the surrounding neighbourhood.

The *Tour Magne* is a ruin of a fortified tower set on a hill. It was built in Augustan times as a strong point in the city's defences. Two gates of the original Roman city wall are also still extant, the *Porte d'Auguste* and the *Porte de France*, both located within the *Écusson*.

The *castellum divisorium*, also known as the *castellum aquae*, lies outside of the property in the buffer zone. Built in the 1<sup>st</sup> century CE, it was discovered in 1844. This stone structure received water from a spring 20 km to the north via the aqueduct that crossed the *Pont du Gard*. It distributed the water through a series of lead pipes that then led throughout the city.

Today, the centre of Nîmes has a typically medieval urban layout, composed of a network of narrow and sinuous streets, ranging from 3.5 to 5 meters wide, with squares of equally limited scale. It corresponds to a post-Roman period of urban contraction that saw the city reduced to about thirty hectares, enclosed in its ramparts and organized around a selection of its ancient monuments. Younger neighbourhoods adjacent to the city centre are built to a different scale, with wider streets and larger squares.

Architecture inspired by the Roman monuments is found throughout the centre of Nîmes, with structures that incorporate reused pieces of Roman stonework or feature Roman inspired motifs such as acanthus leaves, roses, lion muzzles, and ox heads. Large numbers of buildings were built in the Neoclassical style of the 18<sup>th</sup> and 19<sup>th</sup> centuries and these are found throughout the nominated property and the buffer zone.

### History and development

Rome took control of the province of *Gallia Narbonensis* in 125 BCE, and soon after the Celtic settlement that existed at Nîmes was enlarged and remodeled. The *Via Domitia* was built in 118 BCE to connect Hispania to Italy and it passed through the city of *Nemausus*, as Nîmes was then known.

The most prosperous period in the life of the Roman city corresponds to the reign of Emperor Augustus (27 BCE - 14 CE). Nîmes expanded greatly and a large number of structures were built at this time, including the forum with the *Maison Carrée*, the sanctuary of the fountain, or *Augusteum*, with the so-called Temple of Diana, and the city walls and gates.

The end of the 1<sup>st</sup> century CE saw the construction of the amphitheatre and an aqueduct was built to meet the growing need for water in the city, including the nearby *Pont du Gard* and the *castellum aquae* of Nîmes.

A decline and de-urbanisation begins in the 3<sup>rd</sup> century when there is evidence of some houses being demolished, their components sorted and stored for re-use. At its smallest, the city in the High Middle Age is not much larger than the amphitheatre. No structures have been preserved that date between the 3<sup>rd</sup> and 12<sup>th</sup> centuries.

The cathedral consecrated in 1096 provides an early example of the Roman influence on medieval construction in Nîmes. Pieces of Roman monuments were reused in the building and Roman design elements were borrowed from the *Maison Carrée* and the amphitheatre including an antique inspired *tympaanum*, and specific decorative motifs such as acanthus leaves, roses, lion muzzles, and ox heads. Through the Medieval centuries, the city slowly grew again surrounded by extensive fortifications, creating the urban plan for the district now known as the *Écusson*.

The *Maison Carrée* and Temple of Diana were studied by the Venetian architect Palladio and described in the fourth book of his work *Quattro Libri dell'Architettura* (published in 1570). The practice of observing and copying elements of the Roman monuments in Nîmes reappears in force during the Renaissance, rising to a peak in the 18<sup>th</sup> and 19<sup>th</sup> centuries. Elements of the *Maison Carrée*, the antique monument with the greatest decorative richness in the city, become commonplace. It is in this context that friezes of foliage are placed above the entrance doors of mansions, or gutters punctuated by masks of lions develop on crown facades. Ancient remains, sculptures, bas-reliefs and mosaics are reused, moved and reintegrated into new buildings to give the new structures a link to antiquity.

At the conclusion of the wars of religion in the early 17<sup>th</sup> century, the medieval fortifications began to be removed revealing the Roman ruins of the *Augusteum* (the temple of Diana) and the *Tour Magne* as major landmarks located outside the city. Later in the 17<sup>th</sup> century, a period of civic investment and renewal begins. The *Maison Carrée* was turned over to the State and restored.

A new city district was built around the fountain of the *Augusteum* between 1738 and 1756 by the king's engineer Jacques-Philippe Mareschal, and it has a pattern radically different from the medieval city of

Nîmes. It is an example of a "new city" of the 18<sup>th</sup> century. As part of work to improve the city's water supply, the remains of the *Augusteum* were discovered beside an ancient spring. This prompted the municipality to implement an urban plan featuring a monumental garden, reusing part of the ancient site. The new development created large water basins and a new urban axis: the current *Avenue Jean Jaurès*. The avenue led to the fountains and featured a view beyond to the *Tour Magne*, which lies on a hill. The remaining walls of the medieval city were finally dismantled in 1793.

On the other side of the city, *Avenue Feuchères* was built in the mid 19<sup>th</sup> century, to connect the then-new railway station with the centre of the city. The arcades of the station echo those of the amphitheatre at the other end of the avenue. At this time, the blocks on either side of the avenue were laid out with wider streets, and structures were built in the Neoclassical style. *Avenue Feuchères*, like *Avenue Jean Jaurès*, is also oriented to provide a clear view of the *Tour Magne*.

New constructions with elements inspired by Roman architecture became rarer in the 20<sup>th</sup> century, with the *Musée des Beaux-Arts* (1902-1907) and a monument to the dead of the First World War (1924) being two examples. In 1993, the *Carré d'Art*, a museum for contemporary art, opened beside the *Maison Carrée*. A new museum, the *Musée de la Romanité*, Roman museum began construction beside the amphitheatre. It is scheduled to open in 2018. The former, while very simple in style and executed in modern materials, exists in sympathy beside the *Maison Carrée*, while the latter has a more provocative relationship with the amphitheatre.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

A number of thematic criteria were chosen by the State Party to guide the comparison: the preservation of ancient buildings; the preservation of ancient streets; the reuse of materials and copying of architectural references in the Middle Ages; the revival of the built forms of Antiquity during the Renaissance; the construction of Neoclassical architecture in the 18<sup>th</sup> and 19<sup>th</sup> centuries; the references to Antiquity in the architecture of the modern and postmodern period; and a guiding relationship between the monuments of antiquity and the current urban form.

Two sets of comparisons were undertaken, first within the Roman world, and second among cities and cultures from other parts of the world that have exhibited similar phenomena of both conservation and inspiration.

The comparative analysis is built around comparisons with French and Italian properties related to the Roman world, as well as other European and non-European properties included on the World Heritage List. Some of

the properties that were compared include: Arles (1981, criteria (ii) and (iv)); Orange (1981, criteria (iii) and (vi)); Lyon (1998, criteria (ii) and (iv)); Rome (1980-1990, criteria (i), (ii), (iii), (iv), and (vi)); Verona (2000, criteria (ii) and (iv)); Naples (1995, criteria (ii) and (iv)). Properties in other countries include Merida (Spain 1993, criteria (iii) and (iv)); Bath (United Kingdom 1987, criteria (i), (ii), and (iv)); Split (Croatia 1979, criteria (ii), (iii), and (iv)); and Athens (Greece, 1987, criteria (i), (ii), (iii), (iv), and (vi)).

ICOMOS considers that in an overall context, all the territory of ancient Roman colonies outside Italy is worth to be considered: France, Spain, United Kingdom, Africa, and the Middle East. Of particular interest are the colonies belonging to the same period of conquest of Nîmes area, in particular *Gallia Narbonensis*, *Gallia Cisalpina*, and the ones of the current Spain, Turkey and Libya.

ICOMOS notes that structures built during the period of the Roman Empire are already very well represented on the World Heritage List. Many individual types of structures, ensembles and city districts have been inscribed.

ICOMOS considers that the comparative analysis did not sufficiently distinguish Nîmes from other cities with Roman roots that also participated in architectural revivals based on Antiquity. The development of Renaissance Classicism and the Neoclassical revival was a long-lived pan-European phenomenon with many expressions (including Palladianism, Baroque and Rococo), which drew inspiration from many sources including other cities on the *Grand Tour*. Western European architecture, especially from the Renaissance onwards, has always been conditioned in some way by antiquity. In most western cities, it is common to find classical architectural elements even before Neoclassical era. Ancient Rome has been a source of continuous interest and inspiration through the Middle Age, the Tuscan Quattrocento into the Renaissance.

Furthermore, there is no local Nîmoise variant of the Neoclassical. Several of the specific motifs described in the dossier, such as lion heads, rows of arches, or the alternation of triangular and arched pediments, are elements of the common language of western architecture at this time.

The second set of comparisons is to cities representative of other cultural traditions that have also existed for a great span of time up to the present day. From the Arab-Muslim world, Fez (Morocco, Medina of Fez, 1981, criteria (ii) and (v)) and Tabriz (Iran, Tabriz Historic Bazaar Complex, 2010, criteria (ii), (iii), and (iv)) are examined. Examples from Asia include Xi'an (Mausoleum of the First Qin Emperor, 1987, criteria (i), (iii), (iv), and (vi)) and Beijing (China), Kyoto (Japan), and Delhi (India), all of these except Xi'an have multiple inscriptions. Finally, the City of Cuzco (Peru, 1983, criteria (iii) and (iv)) and Mexico City (Mexico, 1987,



criteria (ii), (iii), (iv), and (v)) are examined for the Americas. Of these cities, none exhibit the degree of continuity from an initial florescence, through a rebirth and then a modern reimagining that is found at Nîmes.

Nevertheless, ICOMOS notices that many examples of ancient cities exist, be they on the World Heritage List or not, that exhibit a comparable degree of continuity throughout the centuries as Nîmes.

ICOMOS considers that the comparison did not demonstrate that developments in Nîmes were different from elsewhere during these times. While the analysis purports that only Rome surpasses Nîmes in a consideration of the selected thematic criteria, it did not actually show how Nîmes stood out in comparison to the other cities already inscribed on the World Heritage List.

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ICOMOS considers that the comparative analysis does not justify consideration of this property for the World Heritage List at this stage.

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#### **Justification of Outstanding Universal Value**

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

- Nîmes possesses an ensemble of remarkably well preserved Roman structures.
- These structures have served as an inspiration for later Renaissance, Neoclassical and modern structures in Nîmes, much of which is oriented in relation to them.

Additional information received from the State Party in February 2018 proposes a change to the proposed Statement of Outstanding Universal Value. The statement first proposed in the dossier put more emphasis on the Roman structures to the extent that ICOMOS perceived a mismatch between the arguments for justification and the extent of the nominated property. The new statement places a more balanced emphasis on the Roman monuments and the later constructions that were inspired by them.

The *castellum divisorium* is included in the dossier's description of the nominated property and was referenced in the first proposed Statement of Outstanding Universal Value but it was located in the buffer zone, not within the property itself. In the new information, the State Party indicates that the *castellum* is not be considered one of the attributes of the property and it has been omitted from the proposed statement of Outstanding Universal Value.

Despite the modifications and the clarifications provided by the State Party with regard to inconsistencies in the nomination dossier, ICOMOS considers that key issues of this nomination have not been solved.

ICOMOS observes that the current urban fabric shows a gap between Antiquity and the 18<sup>th</sup> century transformations, highlighting a long period of urban decline from the Fall of the Roman Empire until the 17<sup>th</sup> century. There are no traces of the Roman street grid, rather the present layout of streets reflects that of the medieval period and later. The influence of ancient monuments on the urban development of Nîmes (as opposed to influence upon selected individual structures such as the 11<sup>th</sup> century cathedral) only began in the 18<sup>th</sup> century, during an intense period of urban transformation. These interventions, spanning the creation of the *Jardin de la Fontaine* to the development of *Avenue Feuchères*, took place between the mid-18<sup>th</sup> and mid-19<sup>th</sup> centuries, and so must be viewed in the context of the marked interest given to antiquities as source of inspiration and imitation in this period. In this framework, these interventions describe urban trends that were followed all over France and Europe in the same period, i.e. the removal of medieval fortifications, clearance around ancient monuments, and creation of axes with perspective views. Furthermore, the Neoclassic heritage of Nîmes is described in the nomination dossier itself as being of medium importance compared to other cities such as Edinburgh, Bath, Oxford, Paris, Lyon, and Trieste.

ICOMOS considers that the justification is not appropriate because the comparative analysis has not demonstrated that the property as it has been proposed is sufficiently distinguishable from other cities with similar Roman roots.

#### **Integrity and authenticity**

##### **Integrity**

The State Party argues that the nominated property has a high degree of integrity as it includes all the elements necessary to express the proposed Outstanding Universal Value. The Roman monuments, the *Maison Carrée*, the Amphitheatre, the *Augusteum* (in part known as the Temple of Diana) and *Tour Magne* are in an exceptional state of conservation. Moreover, they are the direct model for the most eloquent examples of local Neoclassical architecture, inspiring the stylistic motifs found on the later structures. The Roman monuments provide structure and composition for the city that has been built and arranged in reference to antiquity. The many and varied attributes that are present testify in a significant way to the scale of an exemplary urban ensemble and the unity and continuity of its architectural and urbanist expression.

The Roman structures included within the property are in a state of conservation that ranges from fair (*Porte d'Auguste* and *Porte de France*) to excellent (*Maison Carrée*).

ICOMOS notes that the conditions of integrity of the nominated property are problematic for a number of reasons.

Firstly, it is not clear what might be the potential Outstanding Universal Value of the nominated property, as the comparative analysis has failed to demonstrate in what aspects the nominated property stands out in respect to its comparators. Therefore, it is difficult to determine what might be the supporting attributes and what might be the appropriate delimitation of the property to be nominated.

Secondly, ICOMOS considers the development projects are considered to be a serious threat to the integrity of the nominated property, especially to the visual setting of the main Roman buildings. This is particularly the case for the recent construction of the *Musée de la Romanité* located next to the Amphitheatre and built in the *Zone de Secteur Sauvegardé*. ICOMOS is similarly concerned about the project planning for a *Palais des Congrès* to be established in the area of the *Hôtel-Dieu*.

Additional information received from the State Party in February 2018 stresses that the State Party is committed to undertaking processes that preserve the integrity of the property. ICOMOS remains concerned that such large-scale interventions are being considered for the property.

The *Porte de France* has a lane of vehicular traffic passing through its archway, which poses risks to its structural integrity and public presentation.

ICOMOS considers that the conditions of integrity are not met for the nominated property.

#### Authenticity

The State Party argues that the built heritage, both the Roman monuments and the many examples of Neoclassical architecture, when considered at the scale of the urban landscape, have been well preserved in their original material condition. In addition, the nominated property has retained its ability to create and integrate new contemporary expressions that are part of the architectural style of Nîmes, influenced by ancient monuments since at least the late 11<sup>th</sup> century *tympanum* of Saint-Castor Cathedral.

ICOMOS considers that authenticity for the nominated property is problematic as the proposed justification of Outstanding Universal Value has not been validated by the comparative analysis, which failed to demonstrate how the currently nominated property might stand out in respect to its comparators.

ICOMOS further notes that the historic urban fabric of the property does not exhibit in its characteristics the purported continuity with ancient Nîmes; the periods of construction of the city's buildings are variable and the quality of their architecture when considered as a whole is uneven, especially within the buffer zone.

ICOMOS considers that in light of the recent development proposals noted above, the idea that recent contemporary

buildings can be incorporated into the architectural style of Nîmes without impacting the historic character of the nominated property is problematic.

The original title of the proposal, "*Nîmes, l'Antiquité au présent*," in part, reflects this willingness to reshape the urban form. Additional information received from the State Party in February 2018 has proposed a change to the name of the property to "The Historic Urban Ensemble of Nîmes." Nevertheless, its authenticity remains vulnerable to the implications of these development proposals.

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ICOMOS considers that the conditions of integrity and authenticity have not been met for the proposed justification of Outstanding Universal Value.

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#### Criteria under which inscription is proposed

The property is nominated on the basis of cultural criteria (ii) and (iv).

Additional information received from the State Party in February 2018 included revisions to the wording of the criteria proposed for inscription. This evaluation considers the new wording rather than that originally provided in the dossier.

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion is justified by the State Party in the additional information received in February 2018 on the grounds that Nîmes remarkably illustrates the influence that the architecture and the arts of antiquity have had on Western art. This is seen through the ways that the city and its builders have looked at the ancient monuments for inspiration.

ICOMOS considers that it has not been demonstrated how Nîmes with its classical art and architecture inspired from the Roman remains exhibits an interchange of human values as intended by the usual meaning of this criterion.

The Roman urban fabric has not influenced or determined the subsequent urban structure, only 18<sup>th</sup>-19<sup>th</sup> century urban interventions have created linkages among Roman monuments and between them and the new street network. The relationships between the ancient monuments and the historic city is not the outcome of a continuous process over the centuries, but results from projects framed within cultural currents spread all over Europe. These interventions did not give origin to an outstanding town planning or urban design arrangements, with perhaps the exception of the Jardin de la Fontaine.

The architectural outcomes of the inspiration from the Roman remains on the city do not stand out among other comparable cities, and therefore cannot be considered as outstanding.

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ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party in the additional information received in February 2018 on the grounds that Nîmes preserves an exceptional ensemble of preserved or rediscovered ancient monuments which have had such an influence that Nîmes has asserted itself since the 18<sup>th</sup> century as a city inspired by these buildings. The monumental ancient ensemble of the city is a strong testimony of the Roman civilisation during the early Empire period.

ICOMOS considers that the ensemble constituted by the Roman remains of the city are a good testimony of a Roman city during the early period of the Roman Empire, and that their state of conservation is very good. However, it has not been demonstrated how these Roman vestiges and the later development that they inspired stand out among other similar Roman buildings located in the same geographical area.

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ICOMOS considers that this criterion has not been justified at this stage.

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ICOMOS does not consider that the criteria proposed for inscription have been justified at this stage.

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#### 4 Factors affecting the property

Factors which may affect the nominated property include: urban development and change of the urban fabric, risks from natural phenomena such as floods, threats from tourism.

There are serious threats concerning the urban development inside the nominated area and in the buffer zone, which could impact the historic values of the nominated property. ICOMOS is particularly concerned about the project to establish the *Palais des Congrès*, in the area of the historic building of the *Hôtel-Dieu*. ICOMOS has serious concerns about the scale and extent of change that could be accepted within the property based on the precedent of this proposal and the similarly scaled *Musée de la Romanité*, which is nearing completion. ICOMOS recommends that the *Palais des Congrès* not be established beside the *Hôtel-Dieu*, but rather be put back to the location of the original proposal, near the train station.

There is some risk of loss of Roman archaeological remains because commitments are being made for new developments without a full consideration of the impacts of these interventions and an exploration of alternative approaches. Although Heritage Impact Assessments are undertaken when new developments in the city centre are proposed, recent evidence from current practice suggests that *in situ* preservation and presentation of any finds are unlikely to occur. For example, extensive Roman remains were excavated to prepare for the construction of an underground car park beneath *Avenue Jean Jaures* and yet nothing was preserved *in situ*. Archaeological work has already taken place in advance of planned establishment of the *Palais de Congrès*. As of yet, there is no design plan for the finished building but it does not appear that the archaeological findings will have any effect on the finished structure.

Automobile traffic poses a risk to the urban form, especially in the immediate area of the *Porte de France* where an auto lane still passes through the gate. Development in the city centre such as the proposed *Palais de Congrès* risk increasing the impact of auto traffic in the city centre generally and specifically in the neighbourhood of the *Porte de France*.

Additional information received in February 2018 indicates that the State Party is committed to undertaking a full heritage impact assessment for the proposed *Palais de Congrès* and for a related project to pedestrianize the area around the *Porte de France*. The idea of creating an underground car park as part of this project has not been advanced.

ICOMOS observes that in some areas of the property such as the *Rue des Orangers* and the north-eastern portion of the *Écusson*, there are many old buildings, mainly large mansions of the 18<sup>th</sup> century, that appear to be underused as garages or depots.

Risks exist from natural events, such as flooding, especially in the wetter seasons of autumn and winter. Extensive urbanization in the wider region has altered natural drainage channels to increase the risk of flood, as does climate change which has increased the intensity of individual rainfall events. Severe flash floods have taken place in 1988 and in 2014.

There is some threat of degradation of the Roman monuments and remains due to ongoing natural weathering of the limestone structures and from inappropriate or ineffective restorations in the past whose effects have yet to be mitigated.

Another potential risk is from excessive tourist pressure changing the nature of the urban centre, by substituting permanent residences with short term vacation stays.

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ICOMOS considers that the main threats to the property are urban development, risks from floods and tourism pressure.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

The nominated property covers 100 ha and its buffer zone is 285 ha in size.

ICOMOS notes that the nominated property boundary is not always consistent in what it includes and excludes. The boundary is larger than the original medieval core (the *Écusson*), but it also is not wholly consistent with the extent of the city at any one period in the 18<sup>th</sup> or 19<sup>th</sup> centuries when the Neoclassical structures were erected.

The buffer zone is likewise not always consistent in what it includes and excludes. Many buildings that could be considered representative of the proposed Outstanding Universal Value are located in the buffer zone: sometimes they form rows alongside the streets, sometimes they are scattered among modern structures. One example is at *9 Rue Vincent-Faïta*, a house with doors that refer to motifs from the *Maison Carrée*.

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ICOMOS considers that the boundaries of the nominated property and of its buffer zone are not appropriate at this stage.

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### Ownership

Both the property and the buffer zone are under a mix of different types of ownership. Private parcels constitute the majority of each. Public owners include the city, the Department of Gard, the Region of Occitanie and the state. The major Roman monuments are all public.

### Protection

The protection of the nominated property is the responsibility of the State and the Municipality. There are three listed sites (the historic centre, the *Jardin de la Fontaine* and the area surrounding the *Tour Magne*) and 81 individual listed buildings, 59 of them are in the *Secteur Sauvegardé*. Archaeological remains are protected by a zoning regulation issued in 2003 that requires archaeological investigation for parcels of land where a project is to be executed; in case of positive results, systematic excavations can be requested by the Prefect.

The urban master plan (PLU, *Plan local d'urbanisme*) of Nîmes was approved in 2004 and is presently being subjected to a general review. The PLU provides basic and specific urban planning. It prescribes building height, density, and the provision of utilities and services. It also allows municipalities to identify areas for protection and implement measures to achieve this end, including a

requirement to obtain a demolition permit before redevelopment occurs.

Nîmes has created a plan for the preservation and valorization of the old city (PSMV, *Plan de Sauvegarde et de Mise en Valeur*), according to a national law promulgated in 1962. This plan defines the *Secteur Sauvegardé*, a portion of the city subjected to a special form of protection and enhancement, specifying the nature of restoration and rehabilitation, and where approved rehabilitation projects can obtain financial aid from the State. The benefits of the *Secteur Sauvegardé* are particularly effective for private properties.

The *Secteur sauvegardé* of Nîmes was established in 1985; it originally covered an area of 41 hectares, including the *Écusson* and two adjacent squares. In 2015, the *Secteur* was expanded to include a much larger area, and in 2016, more small extensions were added to ensure that it covered all of the nominated property. As a result, the *Secteur sauvegardé* is now 109 hectares in size, larger than the 100 hectare nominated property, which it includes in its totality.

Within the past decade, the valorisation of heritage has been aided through the creation of dedicated management zones (AVAP, *Aires de mise en valeur de l'Architecture et du Patrimoine*) which provide detailed study and direction for planning and heritage management. At present, AVAP studies have been undertaken only for small districts within the property.

In July 2016, the State of France adopted a new law titled *Loi relative à la Liberté de Création, à l'Architecture et au Patrimoine*. It formally commits the state and local governments to the protection of World Heritage Sites. This law also combines two of the existing tools for built heritage conservation in France, the *Secteur Sauvegardé* and the AVAP, into one mechanism for heritage conservation and enhancement, the *Site patrimonial remarquable*.

ICOMOS notes that while the protective measures on paper appear to be adequate, in practice the law does not seem efficient enough to curtail proposed developments with negative impacts.

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ICOMOS considers that the legal protection in place is adequate. However protective measures do not prove always effective and able to prevent development with negative impacts.

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### Conservation

Several monuments and many outstanding buildings are listed in the nomination dossier as attributes; many more private buildings bear mouldings, decorations or other elements that refer to antiquity. All these buildings, both those within in the nominated property and those in the buffer zone, contribute to the urban environment. Most of these buildings are stately, solidly built mansions and the average degree of conservation is good. Nevertheless, such a scattered and variously owned and used heritage

is intrinsically fragile and requires a complex system of steady management in order to maintain its character and quality.

At present, the *Maison Carrée* is in an excellent state of conservation and the amphitheatre is currently undergoing active work, which will bring it up to the same level. The two Roman gates both have active conservation issues, one is in fair condition and the other is affected by traffic: the *Porte d'Auguste* is somewhat neglected, located in a small sunken garden below the level of the surrounding street, and vehicles pass through the arch of the *Porte de France*, which is a bottleneck to traffic flow. The pedestrian environment around the *Maison Carrée* can also be improved.

ICOMOS recommends that a specific active conservation program be undertaken to improve the condition and setting of the *Porte d'Auguste* and the *Porte de France* while reducing the factors that can affect them negatively, especially vehicular traffic.

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ICOMOS considers that the state of conservation of the Roman monuments is adequate and that a conservation plan be implemented to improve the condition and setting of the *Porte d'Auguste* and the *Porte de France*.

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## Management

Management structures and processes, including traditional management processes

The *Commission Locale du Patrimoine Mondial* provides leadership for management of the property. It is headed jointly by the mayor of Nîmes and prefect of Gard. The commission is supported by a technical committee composed of staff from city services and from the *Direction régionale des Affaires culturelles d'Occitanie* (DRAC). Much of the technical expertise is located within DRAC, who maintain the designated historic monuments and administer the *Secteur Sauvegardé* and AVAP (now the *Site patrimonial remarquable*). The city also employs architects, engineers, and technical specialists who deliver aspects of conservation services within the property. The city of Nîmes has led the nomination process for this property.

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

While the nomination dossier has a section describing the management plan objectives for the property, each objective refers to some other plans, instruments or programs that already exist. As such, there does not seem to be a standalone management plan, but rather a system of management with responsibilities for implementation distributed among the departments of the city and the regional government. Some specific tools and plans are described below. There are nine objectives for the management of the property:

- Improvement of scientific and technical knowledge about the property
- Maintain the built fabric and adapt it to current standards and needs
- Risk management
- Improvements to the liveability of the city
- Management of economic pressures
- Promotion of Outstanding Universal Value among the inhabitants
- Sustainable tourism
- National and international cooperation
- Effective governance of the property

These objectives are to be met by five sets of actions:

- To build professional and scientific knowledge
- To conserve the property
- To valorise the property
- To teach the public about the property
- To aid future governance of the property

Some of the specific tools and plans are described below. A major and long lived management initiative is the campaign for the restoration of the façades in the *Secteur Sauvegardé* launched by the municipality in 1985; it is still in force and now applies to a larger area. Based on a deepened knowledge of the traditional local architecture, the regulations created by this tool give compulsory directions for restoration, articulated according to the period of construction and the type of building. As noted above, the *Secteur sauvegardé* has recently been recast into a *Site patrimonial remarquable*, which fulfills the same function of conserving the built fabric of the property.

One issue is the approval process for developments, which as noted above appears unable to alter or prevent large scale construction projects within the property. ICOMOS recommends that new large scale developments should be avoided inside the property.

A related matter is the consideration given to archaeological deposits when development is proposed. There is a great potential to encounter Roman related archaeology in Nîmes but, examples such as the car park under *Avenue Jean Jaurès* and the *Palais des Congrès* show that in situ preservation is not a common conservation outcome.

ICOMOS recommends that archaeological considerations be preeminent in any new development proposal. Emphasis should be placed on in situ presentation and preservation. The approval process should be rearranged for projects that will impact potential archaeological remains, archaeological investigations should be executed early in the planning process so that their findings can inform any decision to approve a development and the archaeological deposits can be preserved and valorised.

A conservation plan should be implemented for the nominated property in order to improve the condition and setting of the *Porte d'Auguste* and the *Porte de France*. A training plan has begun to sensitise city managers to the special conservation needs of the property.

As floods are a major risk, in 2012 the City approved a specific plan (*Programme d'Actions de Prévention des Inondations*) for risk reduction that establishes 4 threat zones for flooding; each zone has specific regulations appropriate to its degree of risk. A strategy for the reduction of flood risk is under implementation.

There is collaboration among the different levels of government -- the city is the most active actor and stakeholder, the State participates in the process and has financed important works, and the *Département du Gard* and the Association of the Communes of the Metropolitan area of Nîmes provide support.

In 2015, the Roman monuments received 569,000 visitors, an increase of 50% from 2006. One objective of the management system is the fostering of sustainable tourism. One action to aid this is a planned office to study the nature of tourism in Nîmes and its effects. There is at present no mechanism in place to actively manage tourism.

ICOMOS recommends that the State Party prepare a tourism management plan to actively manage tourism and address the potential deleterious effects of tourism upon the property.

A *Plan local des déplacements* exists for the city of Nîmes. One item related to the property in this plan is the provision of improved signage to orient tourists on foot to the different monuments.

#### Involvement of the local communities

Trade and cultural associations seem to be very involved with and informed about the nomination process. However, the involvement of the local communities in the nomination process and in the development of a management plan for the property seems to be uneven. Considering that most of the heritage is privately owned, connecting with the inhabitants is important.

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ICOMOS considers that the management system for the property can be improved. Specific attention should be paid to the approval process for large scale projects, and the consideration of their effects upon the integrity of the Roman monuments and the wider property. Archaeological considerations should be preeminent in any new development proposal. A tourism management plan should be developed.

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## 6 Monitoring

The stakes proposed for monitoring are administrative processes (e.g. number of requests for restoration in the *Secteur Sauvegardé*, amounts of money spent on restoration, the number of businesses that open or close, and annual reports relating to the property, to the museums and to tourism) rather than physical surveys of the built fabric. In other words, the monitoring is indirect, measuring the effects of management rather than the physical condition of the property.

ICOMOS recommends that the monitoring regime be reformulated to concentrate on the physical condition of the Roman monuments, as well as the physical state of the rest of the property. Monitoring should take place by direct measurement rather than indirect proxy. Special consideration should be given to assessing cumulative effects of interventions.

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ICOMOS considers that the monitoring program for the property can be improved.

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## 7 Conclusions

Nîmes features the preserved monuments of a Roman colony and the city that has grown up around them. The nominated property comprises a series of districts in the centre of Nîmes. The medieval quarter, known as *L'Écusson*, is roughly triangular in shape, with a Roman monument at each corner, the *Maison Carrée*, the *Porte d'Auguste* and the amphitheatre. Immediately to the west of the medieval area is the *Jardin de la Fontaine*, with basins and canals created in the 18<sup>th</sup> century that surround the former Roman *Augusteum* and the Temple of Diana. South of the medieval city is the *Avenue Feuchères* and its neighbourhood, built in the 19<sup>th</sup> century to connect the railway station to the centre of the city. It ends at a monumental square beside the amphitheatre.

Nîmes has been nominated to be included in the World Heritage List because it possesses an ensemble of remarkably well preserved Roman structures, which have served as an inspiration for later Renaissance, Neoclassical and modern structures in Nîmes, much of which is oriented in relation to them. When the nomination dossier was submitted for evaluation, the name of the property was "Nîmes, Antiquity to the Present" but it has been changed during the evaluation process to become "The Historic Urban Ensemble of Nîmes".

ICOMOS considers that this nomination is problematic in the way in which it has been conceived and the criteria selected and justified. The comparative analysis did not sufficiently distinguish Nîmes from other cities with Roman roots that also participated in architectural revivals based on Antiquity and did not demonstrate that developments in Nîmes were different from elsewhere

during these times. While the analysis purports that only Rome surpasses Nîmes in a consideration of the selected thematic criteria, it did not actually show how Nîmes stood out in comparison to the other cities already inscribed on the World Heritage list. Criteria, as a consequence, have not been demonstrated and the conditions of both authenticity and integrity are therefore problematic. Development projects are considered to be a serious threat to the integrity, the historic character of the nominated property, especially to the visual setting of the main Roman buildings. This is particularly the case for the recent construction of the *Musée de la Romanité* located next to the Amphitheatre and built in the *Zone de Secteur Sauvegardé* and the project planning for a *Palais des Congrès* to be built in the area of the *Hôtel-Dieu*.

ICOMOS notices that the main threats to the property are urban development, and risks from floods. The boundaries of the nominated property and of its buffer zone are not consistent with the proposed Outstanding Universal Value or the attributes of the property. The legal protection in place is adequate. The state of conservation of the Roman monuments varies from fair to excellent.

In ICOMOS' view, the management system for the property can be improved. Specific attention should be paid to the approval process for large scale projects within the nominated area, and the consideration of their effects upon the integrity of the Roman monuments and the wider property. Archaeological considerations should be preeminent in any new development proposal and a strategic tourism management plan should be developed. The monitoring program for the property can be improved.

ICOMOS considers that different possible nomination strategies for Nîmes could be envisaged, based on a strong comparative analysis and further documentation and research.

One of the possible approach would be to consider the larger historical territory of the Roman province of *Gallia Narbonensis*. This idea had already been envisaged by the State Party, being part of its Tentative List "*Les villes antiques de la Narbonnaise et leur territoire: Nîmes, Arles, Glanum, aqueducs, via Domitia*" (2002). However, as explained in the additional information received in February 2018, this project was abandoned because of the difficulties to merge all these properties into a common management approach.

An alternative strategy some potential might be found in the Roman buildings at Nîmes, which are examples of well-preserved structures from the Roman era. ICOMOS encourages the State Party to further work on a thorough comparative analysis on the Roman remains in order to see if there is potential for a refocused nomination.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the examination of the nomination of The Historic Urban Ensemble of Nîmes, France, to the World Heritage List be **deferred** in order to allow the State party, with the advice of ICOMOS and the World Heritage Centre, if requested, to:

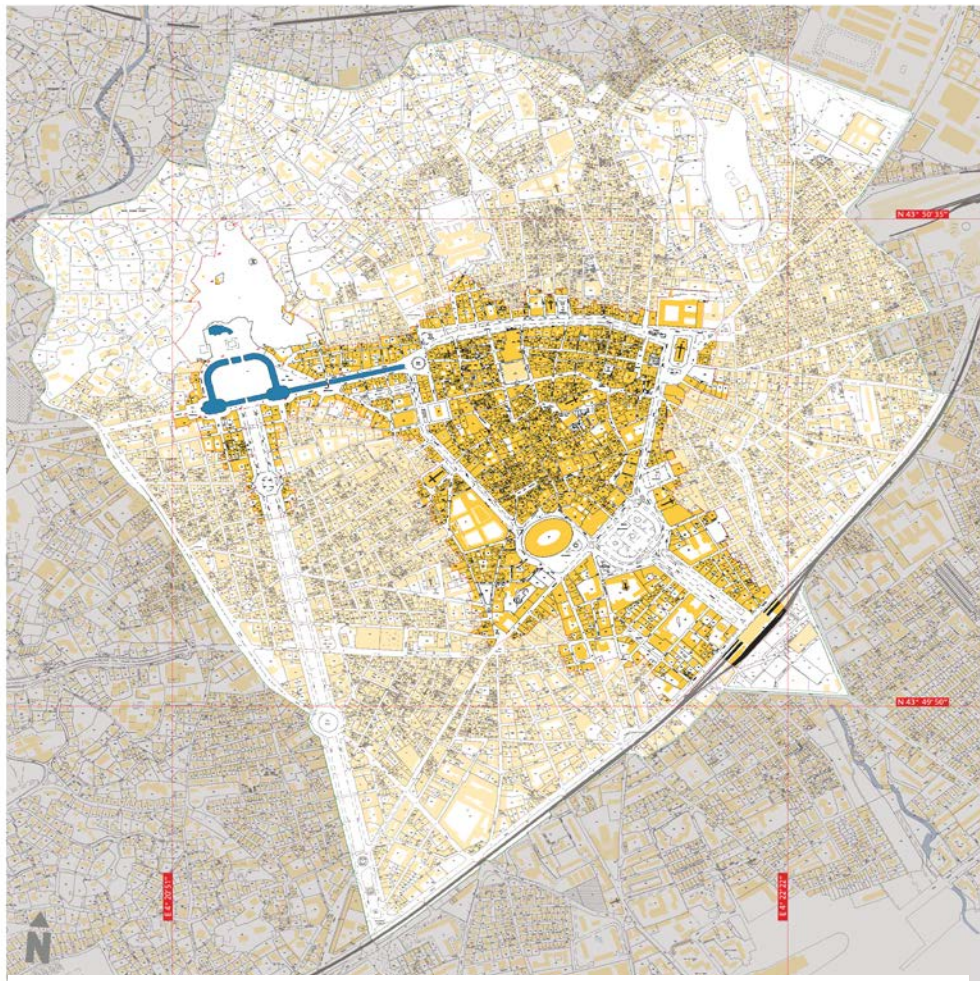
- a) Develop a thorough comparative analysis on the Roman buildings of the city of Nîmes to bring into focus whether potential significance can be identified and, if a robust case can be made, reconsider the scope of the nomination on this basis.

Any revised nomination should be visited by a mission on site.

### Additional recommendations

ICOMOS recommends that the State Party give consideration to the following:

- b) Reconsidering the location of the *Palais des Congrès* and implementing a Heritage Impact Assessment before any development project into the historic core of the city,
- c) Giving pre-eminence to archaeological considerations in any new development proposal. The approval process should be rearranged for projects that will impact potential archaeological remains, archaeological investigations should be executed early in the planning process so that their findings can inform any decision to approve a development,
- d) Undertaking an active conservation program to improve the condition and setting of the *Porte d'Auguste* and the *Porte de France* while reducing the factors that can affect them negatively, especially vehicular traffic,
- e) Preparing a strategic tourism management plan to actively manage tourism and address the potential deleterious effects of tourism upon the property,
- f) Improving the monitoring program in order to focus on preservation of the built heritage;



Map showing the boundaries of the nominated property





Amphitheatre



*Maison Carrée*

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# The Archaeological Border Landscape of Hedeby and the Danevirke (Germany) No 1553

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## Official name as proposed by the State Party

The Archaeological Border Landscape of Hedeby and the Danevirke

## Location

Districts of Schleswig-Flensburg and Rendsburg-Eckernförde  
State of Schleswig-Holstein  
Germany

## Brief description

The Danevirke is a fortification running across the Schleswig Isthmus that separates the Jutland Peninsula from the rest of mainland Europe. It is represented by a series of 22 components that extend for a total length of 33 km, marking a border across the peninsula from the 6<sup>th</sup> to 12<sup>th</sup> centuries CE. The archaeological site of Hedeby is surrounded by part of the Danevirke. It was a trading town that flourished during the 9<sup>th</sup> and 10<sup>th</sup> centuries, a time when the Danevirke was rebuilt twice, first to enclose and protect Hedeby and then once more to place it on the Danish side. Hedeby also had direct access to the Baltic Sea, contributing to the trade from east to west as well as from north to south across the border.

## Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial nomination of 22 sites.

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (12 July 2017) paragraph 47, it has been nominated as a *cultural landscape*.

## 1 Basic data

### Included in the Tentative List

28 January 2016

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

12 January 2017

## Background

This is a new nomination. It was previously a part of a transnational serial nomination of Viking era sites (2014, ref. 1476) which was deferred by the World Heritage Committee Decision 39 COM 8B.22.

## Consultations

ICOMOS has consulted its International Scientific Committee on Archaeological Heritage Management and several independent experts.

## Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 14 to 17 September 2017.

## Additional information received by ICOMOS

On 27 July 2017, the State Party communicated to ICOMOS information on the status of proposed developments in the buffer zone and surrounding area. This has been included in the relevant sections below.

An Interim report was sent by ICOMOS to the State Party on 22 December 2017 requesting more information on the justification for the inscription. Additional information on the nature of Hedeby as a trading town and its relationship to the Danevirke was received on 26 February 2018 and has been included in the relevant sections below. At this time, the State Party also provided a short thematic analysis of similar trading towns in northern Europe.

## Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

Hedeby and the Danevirke are two closely related features located in northern Germany, the districts of Schleswig-Flensburg and Rendsburg-Eckernförde, in the state of Schleswig-Holstein. Hedeby is an archaeological site, the remains of an emporium or trading town, surrounded by a semi-circular earthen rampart, with traces of streets, buildings, and plots of land inside. Jetties and market areas were located along the shoreline. Cemeteries were located inside and outside the wall and a hill fort overlooked the town on the north. The Semicircular Wall surrounding the town was connected to the rest of the defensive system of the Danevirke through the Connection Wall. Hedeby is presently an archaeological park, mostly open space with a few structures built to represent the originals and an accompanying museum. Three inscribed runestones have been found in the immediate area of Hedeby.

The defensive system of the Danevirke combines natural obstacles such as open water and peaty lowlands, with structures such as earthen ramparts, palisades, ditches, stone and brick walls and an offshore work in the water. These works cross the Schleswig Isthmus at its narrowest point and portions were rebuilt at least twice to follow a different path. The Danevirke was also effectively a

portage route, allowing passage over land from the North Sea via the Treene River to Hedeby located on an inlet of the Baltic Sea, bypassing the sea route around the Jutland Peninsula.

The Crooked Wall is the westernmost portion of the Danevirke, stretching 7.5 km from near the River Treene east to the Main wall. It was built as an earthen rampart. The Main Wall runs for 5.5 km from the Crooked Wall to the shore of Lake Dannewerk, a small lake that has now been drained. This section has seen the most rebuilding and was at one time, the most robust portion of the entire system, with ditches and stone and brick facing. The North Wall is 1.5 km long, from the east side of Lake Dannewerk to the Schlei flats and was a rampart. The Connection Wall starts beside the North Wall on the shore of Lake Dannewerk but runs at a different angle further south to meet the Semicircular Wall that surrounds Hedeby. The Kovirke is another rerouting of the wall again further south, running 6.5 km in almost a straight line from the Schlei Flats in the west to meet open water at Selker Noor in the east. The Offshore work is east of Hedeby in the Schlei Fjord and consists of 670 metres of wooden cribwork and traces of posts in the shallow water. Finally, the east wall connects the Osterbek River and Windeby Noor, a bay of the Baltic Sea. It is in two sections that run for a total of 5.5 km.

The 22 individual components of the serial nomination gather the Crooked Wall, the Main Wall, the Connection Wall, the North Wall, the Arched Wall, the archaeological site of Hedeby including the market town, the harbour, the Semicircular Wall, the hill fort and the cemeteries, the Kovirke, the Offshore Work and the East Wall.

### History and development

The nomination dossier considers developments at the base of the Jutland Peninsula before, during and after the Viking era, from the very late 8<sup>th</sup> century to the 11<sup>th</sup> century CE. This evaluation is careful to use this device to refer only to a time period, equivalent to the Early Middle Ages, rather than to a people or culture. In additional information received in February 2018, the State Party stresses that the term “Viking Age” as used in the nomination dossier also refers only to a chronological period from the 8<sup>th</sup> to 11<sup>th</sup> centuries CE.

The Danevirke was built, extended, and rebuilt over a period of centuries. Both documentary and archaeological sources contribute to understanding the history of the property, although the sources are not always in agreement. The earliest part of the Danevirke, the Main Wall, existed before the Viking era, well before the 8<sup>th</sup> century CE, and the archaeology suggests that it was rebuilt with a fieldstone facing around 740 CE. Historical records suggest that this occurred in 808. A great expansion of the fortification took place a short time afterward with the construction of the Crooked Wall, the North Wall, the Offshore Work and the East Wall.

Hedeby was a small settlement before the 9<sup>th</sup> century, but it soon grew into an emporium, or trading town. Specialised craftsmen produced items for the home market as well as for export. Coins were minted there between 820 and 860 and again in the 10<sup>th</sup> century and there is a report that church was built ca. 850, although this has not been found. By 900, better quality houses were being built and the harbour jetties were extended. The town was captured by the East Frankish king in 934, although it does not seem to have been held for long. At mid-century, the Semi-circular Wall was built around the town and the Connection Wall linked it to the main part of the Danevirke. The Franks took the town again in 974, and soon after the Kovirke was built, placing Hedeby clearly on the Danish side of the fortification. Its importance as an emporium declined in the 11<sup>th</sup> century and it was captured again in 1050 and in 1066, marking the end of its regional importance.

The final development of the Danevirke took place after 1162 when the Danish king had the face of the Main Wall covered in bricks. In the mid-19<sup>th</sup> century the defensive line was reactivated and a series of 27 bastions were built along its length. Portions of both Hedeby and the Danevirke were first protected in 1950 as part of a nature reserve.

## 3 Justification for inscription, integrity and authenticity

### Comparative analysis

The comparative analysis presented by the State Party takes an approach based on four indicators or sets of values. The first one is to be situated in the borderland between two or more territories or cultural traditions within the geo-chronological region of Western and Northern Medieval Europe. The second indicator is to designate a demarcation or constitute fortified boundaries. The other indicator is to include important place(s) of trade and communication and the last one to include archaeological sources of high scientific relevance and sites of outstanding integrity and authenticity.

The properties selected for comparison include cultural landscapes and archaeological heritage in the broadest sense, and more specifically feature cultural landscapes within a borderland with a pronounced archaeological heritage containing a trading centre and/or a large linear defensive system. Comparisons are made with areas with similar regional and chronological features and also to those with a similar thematic scope.

Sites considered for regional and chronological comparison include other Viking era World Heritage sites (Birka and Hovgården, Sweden (1993, criteria (iii), (iv)); Jelling Mounds, Runic Stones and Church, Denmark (1994, criterion (iii)); L'Anse Aux Meadows National Historic Site, Canada (1978, criterion (vi)) and Þingvellir National Park, Iceland (2004, criteria (iii), (vi))) and Tentative List sites (Kujataa Greenland: Norse and Inuit

Farming at the Edge of the Ice Cap, Denmark (now inscribed, 2017, criterion (v)); Grobiņa archaeological ensemble, Latvia; Meanders of the Upper Daugva, Latvia; and the Trelleborg Fortresses, Denmark. The comparison also looked at trading settlements (Birka, Sweden; Ribe, Denmark and Kaupang, Norway) and defensive walls (Götaverket, Sweden and Kräklingbo, Sweden). Thematic comparisons were also made to inscribed cultural landscapes (Bam and its Cultural Landscape, Iran) and inscribed fortified boundaries (Citadel, Ancient City and Fortress Buildings of Derbent, Russian Federation; Frontiers of the Roman Empire, Germany and United Kingdom, and the Great Wall, China)), and unlisted fortified boundaries (Anastasian Wall, Turkey, Offa's Dyke, United Kingdom, and Hexamilion Wall, Greece).

The comparative analysis was supplemented by a short thematic study received in February 2018 that examined trading towns in northern Europe during the Early Middle Ages. This study situated Hedeby among the other Scandinavian towns discussed above, and it also examined settlements and trade routes stretching from the north Atlantic to the Volga river basin (Dublin, Ireland; Jorvik (York), Lundenwic (London) and Ipswich, all in the United Kingdom; Quentovic, France; Dorestad, Netherlands; Reric, Germany; Grobina, Latvia; and Staraja Ladoga and Gorodišče (Novgorod), both in the Russian Federation). Of these towns, Hedeby stands out for its size, preservation, lack of later urban disturbance and the range of activities and functions represented at the site.

Of these sites, the State Party considers that none are fully comparable to Hedeby and the Danevirke in all four aspects of the analysis. The Frontiers of the Roman Empire comes closest to matching the values of this property, although it dates from an earlier era. Offa's Dyke also has some similarity although it lacks the aspect of trade. Ribe, and Kaupang also have strong similarities in trade and the quality of their archaeological deposits, but all these latter sites lack aspects related to borderlands and linear defensive works.

ICOMOS considers that Hedeby can very favourably be compared to other archaeological sites that represent trading towns. For instance, Birka, Sweden, is another Viking era trading settlement. It is also enclosed by an earthen rampart, a hill fort is adjacent, and it has a waterfront component with jetties projecting over the harbour. In contrast to Birka, Hedeby features waterlogged soil conditions that promote the preservation of organic objects, has shipwrecks in its harbour, offshore fortifications nearby and is far larger than Birka. Birka is associated with an adjacent royal residence at Hovgården, which Hedeby seems to lack, although a royal shipwreck was discovered in Hedeby harbour.

ICOMOS considers that on its own, Hedeby stands out compared to Birka, as it endured as a main trading settlement for several decades longer than Birka and it is

at least double in size. Furthermore, other trading emporia in the region such as Kaupang and Ribe were both abandoned in the mid 9<sup>th</sup> century, while Hedeby was inhabited for two more centuries. Kaupang is smaller, the extent of Ribe in the early Viking era has not been determined, and both Kaupang and Ribe as archaeological sites have poorer preservation than Hedeby.

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ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List.

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#### **Justification of Outstanding Universal Value**

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

- The features of the natural landscape and human made structures were combined intentionally to form a border landscape at a natural bottleneck between the 8<sup>th</sup> and 11<sup>th</sup> centuries CE. At the Schleswig Isthmus, the singular geographic situation created a strategic link between Scandinavia, the European mainland, the North Sea and the Baltic Sea.
- The remains of structures of a notably defensive character, buildings, harbour jetties, burials and settlement infrastructure of Hedeby and the Danevirke are well preserved.
- The archaeological evidence, including large amounts of organic finds, provides an outstanding insight into the significant political power exercised by Danish kings, the expansion of trading networks and cross-cultural exchange over several centuries.

Additional information received from the State Party in February 2018 shifts the emphasis of the justification away from the border landscape concept (and arguments related to evolving political power) towards viewing Hedeby as an eminent example of a trading town that is connected to the Danevirke, a fortified border. ICOMOS considers that this justification is appropriate.

The serial approach is justified by State Party since Hedeby and the Danevirke are closely interwoven and only convey their entire value as an ensemble.

ICOMOS considers the serial approach to be justified to reflect the interrelationship between the earthworks that mark the border (the Danevirke) and the trading town (Hedeby) situated at the border. A serial approach to the Danevirke is also justified in that it was not one structure across the base of the Jutland Peninsula, but several segments that were separated by natural features. The archaeological nature of the nominated property also supports the serial approach as it only includes those portions where the original monument has survived while excluding areas where losses have occurred e.g. at road crossings and in villages.

The State Party argues that this nomination is a cultural landscape, characterizing it as an archaeological border landscape. ICOMOS considers that what is proposed is not a cultural landscape, but rather the components are discrete archaeological features and monuments. The nominated property boundaries have been drawn to exclude natural features such as dry ground (the Geest), rivers, bogs, fjords and other impassable areas that surround the archaeological features and provide a context to their function. Together, all of these features would make a complete landscape, but this is not what has been nominated.

In additional information received in February 2018, the State Party accepts the consideration of ICOMOS and proposes that the nominated property be considered as an archaeological site, rather than as a cultural landscape.

### **Integrity and authenticity**

#### **Integrity**

Hedeby and the Danevirke encompass archaeological sites and structures of the 6<sup>th</sup> to 12<sup>th</sup> centuries, which represent a trading town and an associated defensive wall complex.

ICOMOS considers that the nominated area includes all elements that represent the values of the property – the monuments and ramparts, locations of significance, and all the archaeological remains that embody the long history of the Hedeby-Danevirke complex. The components representing the Danevirke reflect the stages of construction and the evolution of the defensive works, as sections were reconstructed and new portions of walls were built. The buffer zone is a protective and managerial entity that preserves important viewsheds and ensures that the core elements of the nominated area will be maintained for the future.

ICOMOS notes that some losses have occurred in the Danevirke that have created gaps in the border structure which was originally a unified whole, for example gaps exist at road crossings or in villages. Nevertheless, what remains is extensive enough and testifies to the whole range of construction techniques and building episodes, including changes to the alignment of the wall. ICOMOS consider that these losses do not affect the integrity of what has been proposed for inscription.

ICOMOS also notes that the physical condition of the monuments varies along the length of the Danevirke, where some areas stand several metres high while others, such as parts of the Crooked Wall, have been almost removed by ploughing. ICOMOS considers that this does not affect the overall integrity of the property. The deterioration processes have been arrested, management provisions are in place to prevent future impacts from agriculture, and in portions where the line of the wall is less visible, signage and paths mark its course.

Several bastions were constructed on and near the line of the Danevirke during the 1864 war between Denmark and Germany, although only a few foundations now remain. Two bastions, numbered 14 and 16, were built directly into the wall incorporating the Viking-Age defences within the later work. ICOMOS considers that the remains of the bastions do not detract from the integrity of this component of the property as they do not dominate the earlier fortification and are clearly different in era and origin.

The only threat to the visual integrity of the property is from wind turbines, which in a few spots along the Danevirke can be seen on the horizon where the terrain is low-lying and the viewshed extends far beyond the buffer zone. They are so far away that they make only a very minimal impact. In addition, the place where they are most prominent is at Bastion 14, which is a Danish fortification from the 19<sup>th</sup> century and thus not primarily a part of the visitor experience of the Danevirke.

The existing wind turbine near Hedeby does not significantly impact the visual integrity of the site. It is to be removed within the next few years. No new turbines are allowed within the nominated property or the buffer zone.

#### **Authenticity**

ICOMOS considers that the conditions of authenticity of the nominated property regarding the form, design, materials and substance of the monuments have been met. Hedeby has not been inhabited or otherwise built upon since it was abandoned, ensuring the authenticity of its archaeological deposits. Some 95% of the town remains unexcavated and the other 5% has been studied using established archaeological methods and analyses. The Danevirke has also been thoroughly documented and has only seen rebuilding at the 19<sup>th</sup> century bastions, the remains of which are clearly distinguishable from the older sections of the wall.

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ICOMOS considers that the conditions of integrity and authenticity have been met.

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### **Criteria under which inscription is proposed**

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

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

This criterion is justified in the revised version from the State Party on the grounds that Hedeby and the Danevirke are outstanding testimonies to the cultural traditions of Northern Europe in the Viking Age between the 8<sup>th</sup> and 11<sup>th</sup> centuries. They are key scientific sites for the interpretation of historic developments in Viking-Age Europe.

ICOMOS considers that Hedeby and the Danevirke are exceptional and representative of an important period of political and social change in Europe prior to and during the Viking era. The Danevirke marks the southern frontier of the early Danish realm separating the pagan agrarian societies of Jutland (also other parts of Denmark and Scandinavia) from the Christianized, post-Roman Frankish and other kingdoms of Northern Europe to the south.

The expansion of the Danevirke earthwork sequence had an intimate relationship with the development of the trading centre. Together they provide a physical manifestation of the ways that trading centres and physical frontiers operated in the border zone before, during and after the Viking era.

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ICOMOS considers that this criterion has been demonstrated.

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

This criterion is justified in the revised version from the State Party on the grounds that Hedeby and the Danevirke represent a significant cultural, political and economic phase in the history of Northern Europe, reflecting the development of borders in connection with the formation of states in Viking-Age Europe between the 8<sup>th</sup> and 11<sup>th</sup> centuries. Hedeby and the Danevirke illustrate the development over centuries of the architecture of fortified boundaries in conjunction with trading centres which are strategically integrated into their natural environment.

ICOMOS considers that Hedeby presents an exceptional microcosm of the Viking era, its society and economy which was the result of developing craft specialisation and trade. It displays the progression from open settlement to an ordered layout of property plots, with discrete craft and activity areas and the development of its harbour facilities. The pre-Viking era southern settlement and the settlement itself surrounded by a semi-circular rampart have yielded an extensive and varied array of evidence and finds. Parts of the Hedeby settlement are well preserved due to the waterlogged nature of its soils and its waterfront.

There is no doubt that Hedeby is the best preserved trading port-town of its type from the 8<sup>th</sup> to late 11<sup>th</sup> century in northern Europe. It is also distinctive because of its relationship to the Danevirke earthworks.

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ICOMOS considers that this criterion has been justified.

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ICOMOS considers that the serial approach is justified and ICOMOS considers that the selection of sites is appropriate.

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ICOMOS considers that the nominated property meets criteria (iii) and (iv) and the conditions of authenticity and integrity.

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#### **Description of the attributes**

Attributes of the property include the archaeological remains of Hedeby including traces of roads, structures and cemeteries. In the harbour adjacent to the town are the archaeological deposits related to jetties that extended over the water and four known shipwrecks. Hedeby is surrounded by a semi-circular rampart and overlooked by a hill fort. Three runestones have been found nearby. Attributes related to the Danevirke include sections of the Crooked Wall, the Main Wall, the North Wall, the Connection Wall, the Kovirke, the offshore works, and the East Wall with either above ground vestiges or archaeological remains below the ground or underwater.

#### **4 Factors affecting the property**

There are only a few environmental pressures that pose any serious risk to the monuments. Frost damage is a concern in the portion of the main wall covered in a brick facing. Growth of trees and vegetation can impact or cover the monuments. A study undertaken in conjunction with the preparation of the nomination dossier suggests that groundwater levels are still sufficiently high at Hedeby to preserve organic remains and that there is no significant risk of future drops in the water table. There is no appreciable threat from natural disasters.

There are some development pressures with potential to affect the property. Sources of risk include attempts to expand urban development, ongoing agricultural activities, and the creation of new infrastructure, especially wind turbines.

From the additional information submitted by the State Party on 27 July 2017, there is a proposal to build several houses in the lee of the Danevirke near the Kovirke wall in Selk municipality. Planning permission has been refused in line with the general legal protections and conservation plan for the property. An appeal has been launched, but there is confidence that it will fail. ICOMOS recommends that the State Party keep the World Heritage Centre informed of the result of the appeal.

Much effort has been directed to the mitigation of visual and other threats from the wider landscape (an area beyond the buffer zone), mostly in the form of careful selection of location for renewable energy wind turbines. Construction of new wind turbines has been banned outright within the nominated property and buffer zone, and new turbines in the wider area (i.e. within the viewshed of the property) shall be subject to a visibility study to determine whether they can be built without impacting the property. The few windmills already existing near the Danevirke are to be dismantled once

they are at the end of their useful life. This applies as well to the single turbine visible across the Noor from Hedeby. This installation is already old, and will be removed within the next few years.

Cultivation of arable land around the monuments is an issue, as ploughing can impact buried attributes. Measures are in place to gradually shift from raising ploughed crops to pastoral grazing. In the short term, an ecological buffer has been created around the length of the Danevirke wall and its ditches. ICOMOS considers that of all the factors affecting the property, this is the only one that is not entirely resolved, but at the same time the damage to the sites has clearly been arrested.

Tourist numbers to the property and in the wider region are already considerable and may be expected to increase in the future. Some wear on footpaths caused by visitors is visible, but minimal in scale.

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ICOMOS considers that the main threats to the property are pressures from development, frost damage and tourism.

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## **5 Protection, conservation and management**

### **Boundaries of the nominated property and buffer zone**

The boundaries of the property are very clearly defined, and include all the elements appropriate for the expression of the proposed Outstanding Universal Value. The likelihood of finding an entirely new rampart system is very low. There is similarly very little potential for finding new traces of the Danevirke or other archaeological deposits at the terminal points of the wall, at Hollingstedt in the west and the end of the East Wall in the east. In both areas, the ramparts have either already disappeared or else run out into marshes; the structural integrity and original line of the walls is therefore preserved and essentially complete.

The buffer zones have been designed not only to provide maximum protection for the nominated area but also to respect current compatible land uses. In addition land use regulations extend in their effects beyond the actual borders of the property and the buffer zone, for example in the preservation of long-distance views that show the monuments in their context and augment their understanding for the visitor. This is the so-called 'wider setting', in effect a third level of boundary which plays a role in the management of viewsheds of the nominated property. The 'wider setting' does not have the same level of complete protection as the buffer zone does.

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

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### **Ownership**

Two thirds of the property is publicly owned. A large portion of Hedeby is owned by the Foundation of the State Museums of Schleswig-Holstein. Large parts of the Danevirke are owned by the District of Schleswig-Flensburg, while a segment of the Kovirke is on the federally owned Schleswig Air Base (Jagel airport). The remaining one third of the property is privately owned, split among 134 owners, none of whom holds more than 3% of the total property.

### **Protection**

The nominated property is protected by laws and regulations regarding cultural heritage and archaeological remains at the three levels of government in Germany: federal, state (in this case, Schleswig-Holstein), and district. The bureaucracy is complex, but it has clear lines of communications and responsibilities, which in turn offer the positive benefit of multiple parallel strands of heritage protection.

The Monument Preservation Act for the State of Schleswig-Holstein provides the highest level of protection. All of the property is listed under this act with each individual parcel of land representing a listed monument. Other protected area legislation includes the Nature Conservation Act of Schleswig-Holstein, the Building Act, the Federal Soil Conservation Act, and the Spatial Planning Act. The majority of the nominated property and buffer zone is also classed as a nature protection area under federal regulation, and as a landscape protection area under district regulation.

The district authority is responsible for authorising building permits and imposing restrictions in areas of archaeological interest, and offers counselling on heritage protection at the most local level.

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ICOMOS considers that the legal protection in place is adequate.

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### **Conservation**

Hedeby and the Danevirke have been the subject of archaeological surveys and excavations, together with historical studies, for well over a century, producing a rich trove of evidence that attests to the sites and their character. The components of the nominated property are described in the state's ancient monument database, which has now been digitised and is available online.

ICOMOS considers that in general, the state of conservation is good. The coordination of the management and maintenance plans for the Hedeby-Danevirke complex shows that assessments of threats, conservation needs and mitigation strategies are all integrated within a seamless set of planning policies.

The bricked portion of the Main Wall (sometimes known as Valdemar's Wall) presents a special challenge. The bricked face is only exposed in the Archaeological Park near the Danevirke Museum. Built c.1160-70, it is the oldest brick structure in the North. The bricks were made

of local clay (the quarry pits can be seen in the woods on the 'Danish' side), and set in front of the earlier wall facing. The bricks and mortar are vulnerable to damage from frost and plant growth. Since 2015, this wall section has been undergoing an intensive standing structure analysis, including 3D scanning, that has plotted the use of different materials and several kinds of mortar, the impact of vegetation, and differential preservation along the various sections of the wall. The resulting preservation task is the major future challenge to be faced in the context of the nominated property. Initially, conservators considered simply encasing the whole of the exposed brick wall sections in glass, but the visual impact would have been too great; an open roof overhead would have had a similar effect. The preferred option is preservation *in situ* and conservation work is now under way, with the final restoration of the wall due for completion in 2018.

ICOMOS recommends that the planned conservation work at Valdemar's Wall be completed and that follow up monitoring and mitigation be undertaken at regular intervals to limit the future effects of frost damage and vegetation growth.

The reed beds along the Hedeby waterfront have been a special cause for concern as the roots can disturb the buried archaeological layers. The reeds are gradually being eradicated and replaced with brackish saltmarsh plants. The reeds provide important habitats for birds and other wildlife, so as they are removed these environments are being recreated outside the property and buffer zone in areas to which the animals are being gradually transplanted. The habitats are thus conserved, while the archaeological site is also preserved and maintained.

The modern settlements near Hedeby have quite acute drainage needs resulting from the low-lying marshy environment, and these have been accommodated by means of underground pipes that channel water along the approximate course of the Viking-Age stream that bisected Hedeby. In places this runs above ground, thus preserving the original feel of the site while also resulting in effective water management.

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ICOMOS considers that the nominated property is in a good state of conservation and that appropriate active conservation measures are being undertaken.

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## Management

Management structures and processes, including traditional management processes

Site management for the Hedeby-Danevirke complex and the World Heritage nomination is the responsibility of *Archäologisches Landesamt Schleswig-Holstein* (State Archaeology Department of Schleswig-Holstein), with a brief that encompasses coordination, financing, updating plans and monitoring. As a government agency, they are resourced with national and regional

funds, and staffed with people with the relevant expertise. The appropriate levels of management expertise are in place at this level with overall responsibility for the property.

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

At the highest level is an overarching Management Plan, supplemented by separate plans for Maintenance, Tourism Development, Regional Development, Property Management and a range of policies relating to visitors. This plan was drafted in 2013 in preparation for the 2015 transnational serial nomination and covers the same property area as the current nomination. The plan is in effect now. It applies to all components and the buffer zones.

A significant feature of the Management Plan is the resolution of friction between the conservation needs of natural and cultural heritage. ICOMOS notes that the integrated approach to these issues in the Hedeby-Danevirke complex, and especially in the environs of Hedeby itself, is now used as the best practice example of integrated conservation for the entire state of Schleswig-Holstein.

ICOMOS considers that the planning and ongoing management of the sites is effective.

Two museums form the focal points of interpretation within the property, situated at Hedeby itself and at Dannewerk village. Tourist services, including the main museum buildings, a restaurant and car parking are outside the nominated property. ICOMOS notes that the two museums are supplemented by a handful of small local exhibits, mostly occupying single rooms in repurposed locales such as disused garages or bus shelters.

Beyond the museums, the prime interpretative interface is through signage, coordinated across the monument complex, along the whole length of the Danevirke and into the area enclosed by the semi-circular rampart at Hedeby. A coordinated set of information panels have been installed throughout, including panels designed for accessibility. Where the rampart line crosses a road, leaving a gap, or wherever its track is unclear in the landscape, signs orient the visitor and make the line of the Danevirke easy to follow with minimal visual impact. Cycle paths have been built along much of the Crooked Wall, providing views out over the plain. A design manual has been created to serve as a framework and tool kit for reshaping and creating new public spaces, paths, viewpoints and signage on-site and in the surrounding area.

ICOMOS recommends that tourism levels and potential impacts be closely monitored by the State Party.



### Involvement of the local communities

A charitable society, Danewerk-Haithabu e.V. (*eingetragener Verein*) provides a platform for public land-owners (institutions, municipalities, districts) and individuals within the nominated area to discuss matters of mutual interest.

ICOMOS notes that one positive effect of local liaison is a renewed community interest and involvement in heritage protection, and the creation of a 'neighbourhood watch' to monitor any possible breaches of planning legislation, illegal activity and building on ancient monuments. This provides a powerful local tool – and local investment – to ensure the effective protection of the sites, over and above the formal legal protections in place. There is a very clear and consistent majority of support for the nomination among all levels of government, from the national government through the state level, regions, municipalities and districts.

ICOMOS considers that the legislative protection and management regime for the Hedeby and Danevirke monuments within the nominated property and the buffer zone are both comprehensive and effective.

ICOMOS recommends that current management efforts to discourage urban development in the buffer zone, to reduce the effect of agricultural practices upon the property, and to mitigate the effects of proposed wind turbines in the wider area be continued.

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ICOMOS considers that the management system for the property is adequate.

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## 6 Monitoring

Baseline conservation data was collected from 2006 to 2010 and this constitutes the reference point for monitoring. Specific factors that are monitored include erosion, effects of agriculture and weed growth at all monuments, the loss of bricks on Valdemar's Wall, groundwater levels, obstruction of views and numbers of visitors. Monitoring frequencies are annual or semi-annual. Results from the monitoring program have informed the current management plan.

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ICOMOS considers that the monitoring program is satisfactory.

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## 7 Conclusions

The Archaeological Border Landscape of Hedeby and the Danevirke have preserved archaeological remains from the periods before, during and after the Viking era. Hedeby represents an emporium, a town based on trade north and south across the Schleswig Isthmus and east and west from the Baltic Sea to the North Atlantic. The town was connected during its peak to the Danevirke, a

series of defensive walls whose development predates Hedeby and whose final elaboration occurred a century after Hedeby was abandoned.

ICOMOS considers that the comparative analysis justifies inscription of this property on the World Heritage List; that the nominated property meets criteria (iii) and (iv) and the conditions of integrity and authenticity. The serial approach is justified and the selection of sites is appropriate.

The main threats to the property are pressures from development, frost damage and tourism. The boundaries of the nominated property and of its buffer zone are adequate and the legal protection in place is adequate. The property is in a satisfactory state of conservation and appropriate active conservation measures are being undertaken. The management system for the property is adequate and the monitoring program is satisfactory.

ICOMOS considers that the property is not a cultural landscape and the State Party concurs with the view. As a result, ICOMOS recommends that the name of the property be changed to "The Archaeological Border complex of Hedeby and the Danevirke".

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that The Archaeological Border Landscape of Hedeby and the Danevirke, Germany, be inscribed on the World Heritage List on the basis of **criteria (iii) and (iv)**.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

The trading centre of Hedeby and the defensive system of the Danevirke consist of a spatially linked complex of earthworks, walls and ditches, a settlement, cemeteries and a harbour located on the Schleswig Isthmus of the Jutland Peninsula during the 1<sup>st</sup> and early 2<sup>nd</sup> millennia CE. This singular geographic situation created a strategic link between Scandinavia, the European mainland, the North Sea and the Baltic Sea. A Baltic Sea inlet, rivers and extensive boggy lowlands constricted the north-south passage to the peninsula while, at the same time, providing the shortest and safest route between the seas across a narrow land bridge.

Because of its unique situation in the borderland between the Frankish Empire in the South and the Danish kingdom in the North, Hedeby became the essential trading hub between continental Europa and Scandinavia as well as between the North Sea and the Baltic Sea. For more than three centuries – throughout the entire Viking era – Hedeby was among the largest and most important among the emporia – the new trading towns that developed in Western and Northern

Europe. In the 10<sup>th</sup> century, Hedeby became embedded in the defensive earthworks of the Danevirke which controlled the borderland and the portage.

The importance of the border and portage situation is showcased by large quantities of imports from distant places among the rich assemblages in Hedeby. The archaeological evidence, including large amounts of organic finds, provides an outstanding insight into the expansion of trading networks and cross-cultural exchange as well as into the development of northern European towns and the Scandinavian elites from the 8<sup>th</sup> to 11<sup>th</sup> centuries.

Attributes of the property include the archaeological remains of Hedeby including traces of roads, structures and cemeteries. In the harbour adjacent to the town are the archaeological deposits related to jetties that extended over the water and four known shipwrecks. Hedeby is surrounded by a semi-circular rampart and overlooked by a hill fort. Three runestones have been found nearby. Attributes related to the Danevirke include sections of the Crooked Wall, the Main Wall, the North Wall, The Connection Wall, the Kovirke, the offshore works, and the East Wall with either above ground vestiges or archaeological remains below the ground or underwater.

**Criterion (iii):** Hedeby in conjunction with the Danevirke were at the centre of the networks of mainly maritime trade and exchange between Western and Northern Europe as well as at the core of the borderland between the Danish kingdom the Frankish empire and over several centuries. They bear outstanding witness to exchange and trade between people of various cultural traditions in Europe in the 8<sup>th</sup> to 11<sup>th</sup> centuries. Because of their rich and extremely well preserved archaeological material they have become key scientific sites for the interpretation of a broad variety of economic, social and historic developments in Viking Age Europe.

**Criterion (iv):** Hedeby facilitated exchange between trading networks spanning the European continent, and – in conjunction with the Danevirke – controlled trading routes, the economy and the territory at the crossroads between the emerging Danish kingdom and the kingdoms and peoples of mainland Europe. The archaeological evidence highlights the significance of Hedeby and the Danevirke as an example of an urban trading centre connected with a large-scale defensive system in a borderland at the core of major trading routes over sea and land from the 8<sup>th</sup> to 11<sup>th</sup> centuries.

#### Integrity

Hedeby and the Danevirke encompass archaeological sites and structures of the 6<sup>th</sup> to 12<sup>th</sup> centuries which represent a trading town and an associated defensive wall complex. The area includes all elements that represent the values of the property – the monuments and ramparts, locations of significance, and all the archaeological remains that embody the long history of

the Hedeby-Danevirke complex. The components representing the Danevirke reflect the stages of construction and the evolution of the defensive works, as sections were reconstructed and new portions of walls were built. The buffer zone is a protective and managerial entity that preserves important viewsheds and ensures that the core elements of the area will be maintained for the future.

#### Authenticity

The conditions of authenticity of the property regarding the form, design, materials and substance of the monuments has been met. Hedeby has not been inhabited or otherwise built upon since it was abandoned, ensuring the authenticity of its archaeological deposits. Some 95% of the town remains unexcavated and the other 5% has been studied using established archaeological methods and analyses. The Danevirke has also been thoroughly documented and has only seen rebuilding at the 19<sup>th</sup> century bastions, the remains of which are clearly distinguishable from the older sections of the wall.

#### Management and protection requirements

The property, its buffer zone and its wider setting are protected by the legal systems in place (e.g. listed monuments, nature protection areas, landscape protection areas). In addition, the majority of sites are owned by public bodies. The values of the sites are also considered and respected in public planning processes. The various protection and planning mechanisms and acts which apply directly to the landscape are sufficient to guarantee the protection and preservation of the Outstanding Universal Value of the property. Funding for the site management of the property is provided by the Federal State of Schleswig-Holstein and other public owners.

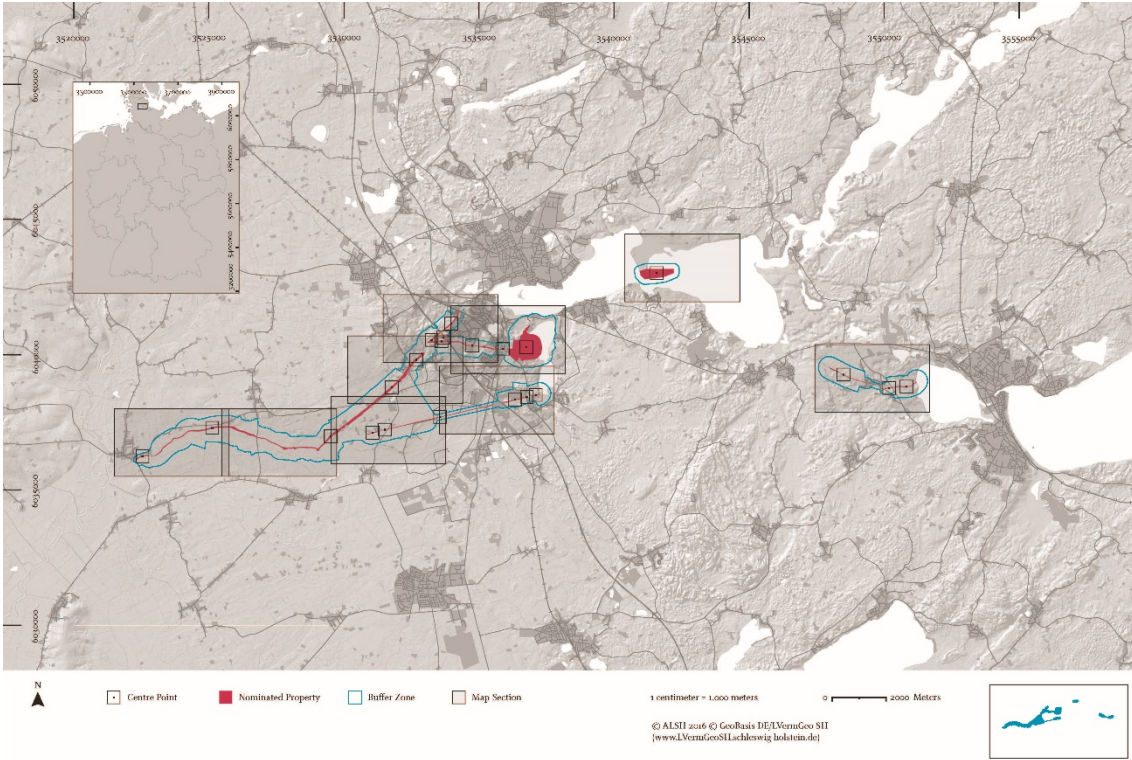
A site management plan was implemented in 2014. All the important stakeholders have committed to the aim of protecting, preserving, monitoring and promoting the Outstanding Universal Value of the property. The values, attributes, integrity and authenticity of the property are safeguarded and managed within the plan. In the long run, the core management issues are to increase awareness of the value of Hedeby and the Danevirke as an archaeological landscape and to retain that value by all important stakeholders participating in its management. The Management Plan aims at further integrating Hedeby and the Danevirke into their cultural, social, ecological and economic settings and to increase their social value to promote sustainable development in the region. Future threats to the landscape, such as wind turbines, land use, housing developments and visitor impact, as well as natural agents such as plants and animal activities, need to be tackled collaboratively. Some specific threats such as damage to Valdemar's Wall due to exposure or damage require monitoring and mitigation at regular intervals.

**Additional recommendations**

ICOMOS recommends that the State Party give consideration to the following:

- a) Keeping the World Heritage Centre informed of the result of the appeal of the refusal of permission to build houses near the Danevirke,
- b) Continuing current management efforts to discourage urban development in the buffer zone, reduce the effect of agricultural practices upon the property, and to mitigate the effects of proposed wind turbines in the wider area,
- c) Completing the planned conservation work at Valdemar's Wall and undertaking follow up monitoring and mitigation at regular intervals to reduce the future effects of frost damage and vegetation growth,
- d) Closely monitoring tourism levels and potential impacts;

Moreover, ICOMOS recommends that the name of the property be modified to become "The Archaeological Border complex of Hedeby and the Danevirke".



Map showing the boundaries of the nominated property



Aerial view of Hedeby and the Semicircular Wall



The Crooked Wall

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## Ivrea, industrial City of the 20<sup>th</sup> century (Italy) No 1538

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### Official name as proposed by the State Party

Ivrea, industrial city of the 20<sup>th</sup> century

### Location

Municipalities of Ivrea and Banchette  
Piedmont Region, Turin Province  
Italy

### Brief description

Founded in 1908 by Camillo Olivetti, the Industrial City of Ivrea is an industrial and socio-cultural project of the 20<sup>th</sup> century. The Olivetti Company manufactured typewriters, mechanical calculators and desktop computers. Most of Ivrea's development occurred in the period from the 1930's and 1960's under the direction of Adriano Olivetti. Ivrea's urban form and buildings were designed by some of the best-known Italian architects and town-planners of this period. The city is comprised of buildings for manufacturing, administration, social services and residential uses, reflecting the ideas of the *Movimento Comunità* (Community Movement). The industrial city of Ivrea therefore represents a significant example of 20<sup>th</sup> century theories of urban development and architecture in response to industrial and social transformations, including the transition from mechanical to digital industries.

### Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *group of buildings*.

## 1 Basic data

### Included in the Tentative List

3 May 2012

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

28 January 2016

### Background

This is a new nomination.

### Consultations

ICOMOS consulted its International Scientific Committees of 20<sup>th</sup> Century Heritage, on Historic Towns and Villages, and several independent experts.

### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 21 to 25 September 2017.

### Additional information received by ICOMOS

A letter was sent to the State Party on 5 October 2017 requesting additional information on selection of components, protection, ownership, and visitor facilities.

An Interim Report was provided to the State Party on 22 December 2017 summarising the issues identified by the ICOMOS World Heritage Panel. Further information was requested in the Interim Report, including on Outstanding Universal Value, comparative analysis, boundaries, integrity and authenticity, conservation, legal protection and management.

Additional information was received from the State Party on 31 October 2017 and 26 February 2018 and has been incorporated into the relevant sections of this evaluation report.

### Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

Note: Due to limitations on the length of evaluation reports, not all elements within this nominated property have been described in this report. In the nomination dossier and the additional information, each component site is described in text and images.

The town of Ivrea is located in the Piedmont Region, not far from Turin. The city is made of two separate parts, divided by the River Dora Baltea. The old city is located on the left bank, and features its Roman theatre, Baroque cathedral and a castle. On the right bank, the industrial city was developed as the testing ground for Olivetti, manufacturer of typewriters, mechanical calculators and desktop computers. The nominated property includes a vast factory constructed between 1908 and 1958 under the management of Camillo Olivetti, and then by his son Adriano Olivetti who brought it to the peak of its development before and after World War II.

The key features of the industrial city are distributed along the Corso Jervis Road, which is one of the roads reaching Turin. It includes 27 buildings and architectural complexes built between the 1930's and 1960's, for manufacturing and other business purposes, social services, and housing. These include the hexagonal Company Canteen and Leisure Centre; the three-storey Olivetti Study and Research Centre; the Social Services Centre on Corso Jervis; and an array of residential buildings. The urban form, landscape and buildings of Ivrea were developed and designed by Italy's principal town planners (Luigi Piccinato and Ludovico Quaroni), architects (Luigi Figini and Gino Pollini, Ignazio Gardella, Marcello Nissoli and Gian Mario Oliveri) and factory experts (Ottavio Cascio,

Emilio Aventino Tarpino, Roberto Guiducci and Antonio Migliasso) of the early 20<sup>th</sup> century.

While the nomination focuses on the development of the industrial city from the 1930's to 1960's, the Olivetti Company continued to develop in the decades that followed, including a large Office Building built at the entrance to Corso Jervis (1952-1964), Data Processing Centre (1962), and Western Residential Unit 'Talponia' (1968). The New Olivetti Office Building was built in 1985-1988 resembles a wide curve connected to the first Headquarters. The Olivetti Historical Archive was established in 1998. The ensemble is located on a hilly site, connected by a network of streets, paths, green and public spaces.

### History and development

The State Party has provided a detailed history of the industrial city of Ivrea and many of its individual buildings, including timelines that show major periods of new constructions and restorations.

Ivrea is the main historical centre of the Canavese area. The State Party details the long history of the city of Ivrea, from its Roman beginnings in the 1<sup>st</sup> century AD, the seat of bishops in 900 AD, a duchy of the Savoy dynasty from the 13<sup>th</sup> century, and an important military city until the 19<sup>th</sup> century. However, it is the 20<sup>th</sup> century history that is of interest to this nomination.

Ivrea is located on transport routes to Turin, and the industrialisation of the city can be traced from the beginning of the 19<sup>th</sup> century, with the introduction of hydroelectricity. By the beginning of the 20<sup>th</sup> century, there were many small companies in Ivrea involved in mining, building, textiles, food and metal-working. The Olivetti company was established here from 1908, and at its height occupied 70% of the entire municipal area of Ivrea.

Much of Olivetti's industrial city was developed in the period from 1930 to 1960 and linked to social and political ideas of Adriano Olivetti. The Community Movement was officially launched in 1947, after the publication in 1945 of his manifesto: *The Political Order of the Communities*. This book analyzed the institutions of a convalescent Italy and gave up ideologies of left and right. In a practical spirit, it suggested founding the renewal of the country on "communities", i.e. entities belonging to self-sufficient and autonomous areas united by a cohesive culture. Adriano Olivetti was himself briefly in charge in Ivrea (1956-1958) and the Movement was able to deliver on practical issues. In cultural activism, the Communities Editions translated into Italian a quantity of books on architecture and town planning, signed by Lewis Mumford, Erwin Gutkind, Le Corbusier (*Athens Charter*, among others), Arthur Hillmann (*Organisation and Planning of Communities*, 1953). The ideas that were spread were identified with Ivrea and the Canavese where the involvement of the Company and of its management produced an exemplary development of social services.

Olivetti's policies of industrialisation were implemented, including consideration of work standardisation and phases of production through advances in social sciences. The systematic nature of this approach distinguished Olivetti from the thinking of other industrialists of the period. Recognising at an early stage the need to provide social services to the community, Olivetti provided its work force with social services (canteen, health coverage, transport, nursery, library, recreational club, solidarity and pension fund), and invested in the building of housing (including family homes, homes for executives, and apartments). The provision of facilities, cultural events and opportunities for the company employees and their families reflect these principles.

From the early decades of the 20<sup>th</sup> century, Olivetti rose to prominence in the manufacture of office machines and became one of the biggest vendors of personal computers in Europe. At its peak in 1958, shortly before the death of Adriano Olivetti, the number of people employed by the company in Ivrea alone was approximately 26,000. However, from the 1980s, the company experienced difficulties due to changes in communications technologies. It became Olivetti Telecom in 1997, the first movement of a succession of events. The company progressively abandoned its large premises in Ivrea, and the former industrial park, production sites and offices were divided and acquired by several private owners; although the houses continued to be inhabited. The National Corporate Film Archive, Museum of Technology, various government offices, and part of the University of Turin are now housed in the property. The Municipality has used public-private partnerships to identify new uses for a number of key buildings.

Efforts to commemorate the history of the company in Ivrea commenced in the 1990s. The City opened the 'Open-Air Modern Architecture Museum' in 2001, and the Adriano Olivetti Foundation opened an office in Ivrea in 2007. The nomination process started in 2008 when the 100<sup>th</sup> anniversary of the Olivetti factory was celebrated, with the support of the Adriano Olivetti Foundation, the Piedmont Region, the City of Ivrea, the Metropolitan City of Turin and the Ministry of Cultural Heritage, Activities and Tourism, and the Guelpa Foundation.

## 3 Justification for inscription, integrity and authenticity

### Comparative analysis

The nomination compares Ivrea to other sites on both a national and international level. The State Party's approach has been explained in detail and compared Ivrea with other examples of the period of industrial development (particularly between 1930s and 1960s); with similar industries and production models; demonstrating collaborations between the industrial and the architectural processes in urban development; and demonstrating the incorporation of social organisation.

The comparative analysis includes consideration of World Heritage properties, including: New Lanark (United Kingdom), Saltaire (United Kingdom), Fagus Factory (Germany), Van Nellefabriek (Netherlands), La Chaux-de-Fonds (Switzerland), Berlin Modernism Housing Estates (Germany), and the Derwent Valley Mills (United Kingdom). Other examples included are: Zlín (Czechia); Sunila, Kotka (Finland); and the General Electric Electronics Park, Syracuse, New York (USA). In the additional information submitted following the ICOMOS' request in its Interim report, the State Party contributed several useful further comparisons, including: the mill village of Chicopee in Georgia (United State of America); and the Russian cities of Magnitogorsk, Orsk, Avtrostroi/Nizhny Novgorod, and the ZIL Moscow Industrial plant.

The Italian World Heritage property of Crespi d'Adda was also included in the comparative analysis, as well as other Italian sites, such as: Sulcis Iglesiente, Carbonia (World Heritage Tentative List), Sesto San Giovanni, Milan; ENI complex, San Donato Milanese, Milan; the ENI villages at Ravenna; and Gela (Caltanissetta).

The State Party concludes that the nominated property has exceptional features that express the industrial city of the 20<sup>th</sup> century.

Ivrea was characterized by a company who wished to renew industrial aesthetics in efficient production units; to bring reformism into the industrial culture; to put the world of entrepreneurs in touch with the social sciences; to renew public institutions in the framework of economically autonomous and culturally homogeneous communities; and, finally, to integrate the policy of a large industrial and innovative group with the organization of the territory in which it was established. ICOMOS considers that Ivrea reflects this full range of prospects. It was an industrial and ideological project that allowed to assert architectural values and varied formal solutions that make the originality of the nominated property, both of its industrial core and of its habitat areas.

While ICOMOS considers that the comparative analysis could have been further deepened in order to better delineate the context of Ivrea within 20<sup>th</sup> century cities and urban concepts, the comparative analysis is sufficient to understand the proposed Outstanding Universal Value of the Ivrea Industrial City, including its differences when compared to typologies such as the garden city, company town, or working-class village. Ivrea is a singular experience, more embedded in its territory than in state politics. ICOMOS also considers that the scale of the industrial city of Ivrea sets itself apart from other examples.

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ICOMOS considers that comparative analysis does justify consideration of this property for the World Heritage List.

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### **Justification of Outstanding Universal Value**

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

- Ivrea is recognised internationally as a response of extraordinary quality to the rapid evolution of industrialisation processes in the 20<sup>th</sup> century;
- The industrial city expresses the building of modern society and international theoretical debates in the years from 1930 to the early 1960s;
- The urban form, landscape and buildings of Ivrea were developed and designed by Italy's principal town planners, architects and factory experts of the early 20<sup>th</sup> century;
- The buildings and architectural complexes provide for production, social services, and housing, based on emerging modern philosophies and the industrial and building programmes of Olivetti;
- Ivrea is inextricably associated with Olivetti's book *l'Ordine politico delle comunità* (The political order of the communities), which was followed by the foundation of the *Movimento Comunità* (Community Movement) concerned with community organisation in the post-war period;
- Ivrea has symbolic value as a social and industrial experiment.

The State Party highlights in the additional information submitted in February 2018 that the property is not simply a company town, or an ensemble that can be characterised by simply describing its buildings. It demonstrates the materialisation of collective social needs and politics (including trade unions), and town planning policies.

ICOMOS considers that these aspects are relevant for consideration of the proposed Outstanding Universal Value of the nominated property, and that the justification is appropriate. While other models of 20<sup>th</sup> century planned towns and company towns provide a comparative context, Ivrea is unusual in its execution and scale.

### **Integrity and authenticity**

#### **Integrity**

According to the State Party, the nominated property includes elements, which are essential for the complete representation of its values, and the morphology, architecture and urban landscape have been preserved. In additional information provided by the State Party, principles for the reuse of buildings and spaces are outlined.

ICOMOS considers that the property is of adequate size to ensure the representation of the features and processes that convey the property's significance; and that many of the city's components, particularly the residential buildings, exhibit for most of them a good/adequate state of conservation. In other respects, the integrity is vulnerable due to encroachment of new



urban areas; the deteriorating condition of some buildings and building interiors; visually intrusive new constructions inside the property boundary and its buffer zone (such as the current constructions near the Villa Capellaro and the recent housing project developed facing the 'Red Brick' building); and loss of the original activities and purposes due to the decline in manufacturing.

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ICOMOS considers that the conditions of integrity of the nominated property have been met but have been impacted on by new constructions within the property boundary, and remain highly vulnerable due to the high number of vacant buildings and the need to find new uses.

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#### Authenticity

The authenticity of the nominated property is based on the high number and quality of urban and architectural projects that date to the primary period of Ivrea's development as an industrial city. The State Party has provided a detailed analysis of the individual components in terms of their form, design and materials, and their location and immediate environment. The State Party underlines that the property has maintained its original characteristics in spite of the changes to production that affected the city during the last two decades.

ICOMOS notes that there are many recent interventions to the architectural attributes, and intrusions from new developments within the boundary and buffer zone. While many of residential, administrative and services buildings are intact, other have been renovated, and a large number of the buildings are currently vacant. The future of many buildings is uncertain.

ICOMOS acknowledges the efforts made by the State Party in trying to keep the same typology of activity as at the time of the Olivetti Company, that is to say telecommunications in the buildings formerly used for production, or cultural activities in buildings originally built for leisure.

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ICOMOS considers that the conditions of authenticity of the nominated property have been met but are vulnerable due to uncertainties about the future uses and viability of many buildings.

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#### Criteria under which inscription is proposed

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

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning and landscape design;*

This criterion is justified by the State Party on the grounds that Ivrea represents a model of the modern industrial city and a response to the challenges posed by rapid industrial change. It is therefore able to exhibit a response and a contribution to 20<sup>th</sup> century theories of urbanism and industrialisation. To an extent, the State Party associates

these qualities to the number of prominent Italian architects, planners and designers considered as pioneers of the Modernist Movement involved in the realisation of the project.

ICOMOS agrees that Ivrea demonstrates the implementation of some theories and experimentation of modernism but considers that the required characteristic of important interchange of human values is not strongly demonstrated by the evidence presented by the State Party nor by the comparative analysis. The proposed exceptional characteristics of the property are better recognised through other cultural criteria.

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ICOMOS considers that this criterion has not been demonstrated.

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

This criterion is justified by the State Party on the grounds that the group of buildings that comprise the industrial city of Ivrea form an ensemble of outstanding architectural quality, an exemplary overall social project that reflects a modern vision of the relationships between factory production and architecture.

ICOMOS considers that the property represents the work of Italian modernist designers and architects and demonstrates an exceptional example of 20<sup>th</sup> century developments in the design of production, taking into account changing industrial and social needs. Ivrea represents one of the first and highest expressions of a modern vision in relation to production, architectural design and social aspects at a global scale in relation to the history of industrial construction, and the transition from mechanical to digitalised industrial technologies.

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ICOMOS considers that this criterion has been demonstrated.

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

This criterion is justified by the State Party on the grounds that the property represents the *Manifesto of the Movimento Comunità* (Community Movement), which was founded in Ivrea in 1947. This socio-political movement was developed by Adriano Olivetti in his 1945 book *l'Ordine politico delle Comunità* (The Political Order of Communities). The State Party considers that Ivrea provided a laboratory for these ideas, and reflects them in the industrial, residential and social purposes of the buildings.

Although ICOMOS considers that the influence of the Community Movement on the social context, urban planning and architectural design of the property is a significant aspect of this property, the Community Movement itself was not particularly unique or well-known within the context of 20<sup>th</sup> century social movements of this kind.

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ICOMOS considers that this criterion has not been demonstrated.

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ICOMOS considers that the nominated property meets the conditions of integrity and authenticity, and that criterion (iv) has been demonstrated.

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#### **Description of the attributes**

The attributes of the property are: the spatial plan of the industrial city, the public buildings and spaces, and residential buildings developed by Olivetti (including their extant interior elements). The influences of the Community Movement on the provision of buildings for residential and social purposes is an important intangible element, although the functions of most non-residential buildings have ceased.

The State Party provided a series of maps (labelled t.04) in February 2018 identifying buildings that are not proposed as attributes of Outstanding Universal Value for the nominated property. Also indicated on these maps are several older buildings from the 19<sup>th</sup> century (which seem to have been adapted and used by Olivetti in several cases).

Given that the spatial plan of Ivrea is an attribute of the proposed Outstanding Universal Value of the property, ICOMOS does not consider that the exclusion of all of these buildings as attributes, apart for the recent housing projects (2010), has been fully justified, and considers that these need to be incorporated into the larger-scale strategies for the city.

#### **4 Factors affecting the property**

Several intrusive recent developments demonstrate the factors arising from development pressure affecting the property, such as the current construction next to Villa Capellaro, and the construction of a block of apartments in front of the red brick factory of Camillo Olivetti. The underused or vacant buildings could constitute also a threat to the property if no strategy of rehabilitation is put in place.

There are many issues associated with the adaptation of the buildings to modern regulations for safety, energy consumption, surfaces, window/floor surface ratio, etc. that could have an impact on the architectural and decorative characteristics of the attributes.

Although the number of tourists visiting Ivrea increased in 2000-2014, current tourism pressure is low. There are limited initiatives and infrastructure for tourism.

Severe floods in the year 2000 highlighted the need for this area of risk preparedness; and the State Party has risk management plans in place for seismic risk and flooding.

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ICOMOS considers that the main threats to the property are pressures from intrusive and/or inappropriate development, and that the green spaces, building interiors and vacant buildings are especially vulnerable.

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#### **5 Protection, conservation and management**

##### **Boundaries of the nominated property and buffer zone**

The nominated property covers an area of 71,185 ha with a buffer zone of 400,481 ha.

The State Party considers that the proposed boundary is sufficient to present the proposed Outstanding Universal Value of the industrial city of Ivrea built and developed from 1908 to 1988. The rationale for the boundary has been discussed with ICOMOS and in the additional information provided in November 2017 and February 2018, and is based on the cadastral issues (land registry plots), geology, and the spatial extent of the significant periods of town planning. The Villa Rossi is located in Banchette municipality, and was included in the property because it is one of the best-preserved examples of the employee housing scheme.

A large buffer zone (400,481 ha) has been delineated by the State Party, corresponding generally to the administrative borders of Ivrea municipality. The revised "City of Ivrea town plan" controls the visual integrity of the nominated property and buffer zone.

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ICOMOS considers that the boundaries of the nominated property and of its buffer zone are appropriate, with the exception of the inclusion of the recent housing project facing the 'Red Brick' building inside the property boundary. ICOMOS further considers that while there are past instances of intrusive new development, recent legal measures have been taken to improve the protection of the visual integrity of the property.

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##### **Ownership**

According to the State Party, 97% of the area within the nominated property is in private ownership, and 79% of the private ownership is held by four owners, three of which are Real Estate Funds. The remaining buildings are in public ownership, and the public open spaces are owned by the Municipality of Ivrea.

While private ownership is not a problem in itself, ICOMOS notes that given the high number of vacant or under-utilised buildings, it poses challenges for the effectiveness of the long-term strategies of the protection, conservation and management of the property.

### **Protection**

The nominated property and its buffer zone are protected according to legislative regimes at the local, regional and national levels.

Local protection for nominated property began in 2006, according to the Ivrea Land Use Plan. The regional protection level is undertaken according to the Landscape and Cultural Heritage Code, and the Regional Landscape Plan (2015).

The national Cultural Heritage and Landscape Code, revised in 2004, makes a distinction between public and private property, and is not intended to protect the heritage of the 20<sup>th</sup> century. It therefore has some limits in application. In its additional information, the State Party suggests that the national Cultural Heritage Code provides overall protection; however, the State Party also indicates that national protection is in place only for some buildings, and is still to be completed.

The Ivrea Land Use Plan is a key element to the system of protection, and sets out several categories of land use: private services and equipment; private sports facilities and equipment; municipal equipment; urban requalification areas; hills of landscape and environmental value; areas for public; areas for public car parks; Olivetti modern neighbourhood and multifunctional uses. The Land Use Plan sets out also different categories of operations. Clear designation of the significance and attributes of each element are therefore important components of the system of legal protection.

The municipal technical service department directly responds to proposed projects and grants authorisations, taking account of national, regional and local designations for buildings and landscape (for the buffer zone). In order to strengthen the protection of the visual integrity of the property and its buffer zone, the State Party has indicated that by 4 October 2019, the Ivrea Council will compulsorily adopt the regulation of the regional landscape plan, integrating the guidelines and prescriptions directly relating to the protection, safeguard and enhancement of Olivetti's settlements into the municipal regulation.

ICOMOS considers that the system of legal protection is complex and that there are a number of specific arrangements that are not clear or well-coordinated. The system seems to depend heavily on willingness at the local level, therefore the skills and resources in the relevant municipal departments are critically important.

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ICOMOS considers that the provisions for protection are complex and multi-tiered, with a heavy reliance on the commitment, resources and expertise of the municipal authorities. ICOMOS therefore considers that the legal

protection could be strengthened at the national level by completing the listing of remaining buildings, and by adopting the regulation of the regional landscape plan, with improved streamlining and coordination between the local, regional and national institutions.

### **Conservation**

The State Party has clearly outlined the variable state of conservation of elements within the nominated property. Various factors have contributed to this situation, including the processes that occurred during the decline of Olivetti's industrial production in the 1990s; different forms of ownership; and financial resources. Many residential buildings need restoration and rehabilitation work according to a series of national and European standards and regulations. Others, including the Central Heating Plant, the 'Red Brick' building, the first two extensions of the former factory require restoration work, given that deterioration to finishes, rusted metal, wall cracks, and damaged floors are observed.

The State Party has outlined the efforts undertaken to document the nominated property, including both architectural and historical research. Indeed, the Open-Air Museum of Ivrea realised a catalogue of the Cultural Architectural Assets of the town in 2013, which benefited from thorough research, which continued and deepened since then. Together with the Municipality involvement, these works led to the recognition of 237 modern buildings in the City, precisely described and documented. In 2015, the Town Planning Service had already received more than 50 preliminary requests of owners for restoration projects. Most of them were given approval. In 2015, various partners (Ivrea Pensioners Union, City of Ivrea, artisans and craftsmen, architects, banks, Turin University), eager to spread good restoration practice, supported "Casa Prima Cosa", i.e. the House First Project. ICOMOS considers that an extensive inventory of the property is necessary for the understanding, management and conservation processes, and this further documentation is included in the action plan which is part of the management system. Most of the records and archives related to the nominated property have been identified and are preserved by special provisions adopted by the concerned authorities. Information about the individuals, institutions or organizations that hold these archives should be clearly incorporated into the management system for the nominated property.

The State Party conducted a condition survey in 2015 and classified the state of conservation of each element as good, average, acceptable and poor. ICOMOS notes that the existing restoration work that has been carried is of a high standard, demonstrating a careful understanding of the site, its history and issues such as the use of reversible methods.

The nomination dossier indicates that 44% of the former industrial and corporate buildings of the property are vacant or underused (whereas the residential buildings are all inhabited). These are considered particularly vulnerable by ICOMOS. ICOMOS considers that there is

a need for elaborating short-term strategies for maintenance work as part of the management and conservation processes. Given that many buildings are vacant or under-utilised, ICOMOS considers that there is a risk of gradual loss of the authenticity of the property due to large-scale refurbishment proposals, decay of the exterior finishing of the facades and deterioration of the interior decoration and detailing. According to the State Party, in urgent situations temporary work may be carried out to prevent damage to the protected element.

Together with the high degree of unused buildings, these issues necessarily raise questions about the adaptive reuse of vacant buildings within the nominated property. Many restorations and adaptations have already occurred, and several are in progress (such as the Nursery School in Borgo Olivetti and the Sertec Offices building). Others – such as the Social Services Centre, Central Heating Plant, the Red Brick building, the first two extensions of the former factory, most of the Olivetti Headquarters, and the Data Processing Centre require refurbishment and/or restoration. The residences also pose various challenges as some of them have been carefully renovated, but for most the condition of the interiors is unknown. An overall sense of the strategic outcomes sought for these buildings is not yet in place.

ICOMOS notes that the private owners of the former industrial and commercial buildings are committed to the maintenance and upkeep of these premises so that reuse is possible in the near future, and that 'letters of intent' have been provided in relation to local architecture and planning regulations.

ICOMOS also notes that the situation concerning the residential buildings is different, because the existing regulations protect the exterior elevations, but the interiors are vulnerable. The need for awareness raising and close involvement of residents is therefore important.

The necessary resources for the conservation of the assets are mainly guaranteed by private owners and by the asset management companies that have holdings in this property. The State Party estimates a total cost of 3,710,285 Euros for the implementation of the actions identified in the Management Plan, including the costs of restoration, repair, maintenance and presentation of the buildings.

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ICOMOS notes that the state of conservation varies within the nominated property. ICOMOS considers the conservation strategies are effective but highlights the vulnerability of many of the attributes. Particular attention to the application of the conservation strategies to vacant buildings is needed, along with a short-term strategy for maintenance of vacant and under-utilised buildings.

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## Management

Management structures and processes, including traditional management processes

The Management Plan was updated in September 2017. It provides an outline of key issues, vision and objectives, as well as a plan for implementation. The management system is described, including the Steering Committee chaired by the Mayor; Technical Advisory Boards appointed by the Steering Committee; and the Site Coordinator. The General Secretary of the Municipality of Ivrea is the operating representative who coordinates all the municipal departments involved in the delivery of the actions in the management plan. The Municipality of Banchette has signed a Memorandum of Understanding to implement the Management Plan in relation to the small area occurring within its boundaries (comprising the Villa Rossi and a portion of the buffer zone).

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

The Management Plan outlines a number of short and longer-term Action Plans for: protection, conservation and documentation; capacity building; communication and education; and presentation. Presentation actions include initiatives for public access and visitors, such as a welcome centre, interpretation centre, and interpreted paths to experience the 'Open-Air Modern Architecture Museum'. ICOMOS considers the budget for the implementation of the Management Plan is possibly underestimated.

Currently visitor levels are low and focus on specialised interests in modern architecture or the history of Olivetti. The State Party intends for increased visitor levels and has established some targets, although ICOMOS considers that the 'reference target for visitation' is modest and would not generate sufficient sustainable resources needed for the property. The necessary funding for the implementation of restoration work depends not on tourism attraction, but on the possibility to find investors and new users.

ICOMOS appreciates the intentions of the State Party to expand the levels of visitor and public interest and access to the property as a means of supporting and sustaining the renewal, restoration and reuse of the buildings and spaces within the nominated property. This will also allow the State Party and local authorities to constructively use the potential World Heritage listing. Currently the visibility of the industrial city in visitor information for this locality is low. To an extent, the appeal of the property to an elite and limited tourism market is unlikely to be sustainable.

Involvement of the local communities

ICOMOS considers that the history of Olivetti, and associations with the company appear strong within the local community. The Council initiated a residents' consultation process in 2015, which will be updated in

2018. A Maintenance and Renovation Support Program is being prepared in order to help isolated individuals involved in the renovation of listed residential buildings.

ICOMOS considers that these measures are essential to the ability of the nominated property to be conserved, including the authenticity of significant building interiors. ICOMOS also suggests that the State Party, site managers and local authorities could benefit from further exploration of how similar issues and processes have been approached in other World Heritage properties (for example, the Bauhaus buildings or Berlin housing estate). Overall, ICOMOS considers that the measures taken and planned for involving the local population, including clarity about the opportunities and constraints arising from World Heritage listing need more ongoing and consistent attention.

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ICOMOS considers that the management system for the property is appropriate, but that adequate resources for implementation are required. ICOMOS also considers the necessity to extend the management plan in order to include a strategic conservation plan for the property. Engagement with residents and local users should be given priority, particularly in light of future changes to residential and other buildings to ensure their long-term viability.

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## 6 Monitoring

The State Party has indicated that a site monitoring report will be drawn up every 6 years as part of the Periodic Reporting process, and that the City of Ivrea and Site Coordinator will be responsible for preparation of annual monitoring reports. The Management Plan outlines the establishment of recording systems and repositories, particularly through Action B.2.5 (Listed Building Conservation and Adaptive Reuse Monitoring Programme).

ICOMOS considers that the monitoring system for the nominated property is not yet fully in place, and that many of the indicators provided in the nomination dossier are not directly related to the state of conservation of the attributes or the identified pressures (eg. percentage of building areas in uses and/or undergoing interventions, implementation of protection mechanisms, inventorying and provision of resources). The project sheets provided in the Management Plan indicate appropriate monitoring activities (and indicators) for its 'Action Plans', yet these have not yet been clearly set out as a systematic and values-based monitoring program.

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ICOMOS considers that the monitoring system is appropriate, but has not been fully implemented. The monitoring program should be systematically established (including the frequency of measurement of indicators) in order to monitor the state of conservation of the attributes, and the mitigation of identified pressures.

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## 7 Conclusions

ICOMOS recognises the significance of 'Ivrea, industrial city of the 20<sup>th</sup> century' as a distinctive example of the experimentation with social and architectural ideas about industrial processes. The chronological sequence of Ivrea's urban development is well documented. The urban fabric of Ivrea was forged according to the contemporary production systems and by specific architecture of the Modern Movement.

Ivrea is therefore more than a company town or a simple ensemble of buildings. While there were other notable examples of this period, none managed to carry them out so conspicuously, and at such a scale. This was an innovative experience of world-class production made compatible with community welfare in a well-defined territory, and an experimentation. As well as the social services invented and installed in Ivrea (library, recreation space, school, nursery, infirmary), the numerous community centres open in the surrounding villages demonstrate the Company's investment in the social and economic dimensions.

The comparative analysis is sufficient to justify consideration of the inclusion of Ivrea in the World Heritage List. The boundaries are adequate, although the intrusions by new developments inside and near to the property pose threats to the Outstanding Universal Value. While ICOMOS appreciates the rationale of the State Party to include the site of the recent housing project facing the 'Red Brick building' (*Mattoni Rossi*) in the property boundary, ICOMOS considers that it should be excluded and included in the buffer zone.

ICOMOS considers that the conditions of authenticity and integrity of the nominated property are demonstrated but are vulnerable due to the large number and size of vacant and under-utilised buildings, the need for adaptive reuse and the challenges of resourcing the maintenance and conservation of key attributes. ICOMOS considers that the nominated property demonstrates criterion (iv), and satisfies the requirements of Outstanding Universal Value.

ICOMOS has strong concerns on the uncertainty about the future conservation, adaptive reuse and sustainable use of this property. Building interiors are considered especially vulnerable, requiring careful decision-making, based on good documentation and assessment. This situation poses considerable challenges which are recognised by the State Party, by regional and local authorities, and by civil society organisations. It is encouraging that many of the renovations already made have been respectful of the heritage values. Active liaison and partnership with the owners of these elements will be essential, and new developments should be assessed for their potential impact on the Outstanding Universal Value.

The provisions for legal protection are complex and multi-tiered, with a heavy reliance on the commitment, resources and expertise of municipal authorities. The legal protection could be strengthened at the national

level, with improved streamlining and coordination between the local, regional and national institutions. The State Party has indicated that protection of the visual integrity of the property and its buffer zone will be strengthened by the adoption by Ivrea Council of the regulation of the regional landscape plan, integrating the guidelines and prescriptions directly relating to the protection, safeguard and enhancement of the property into the municipal regulations. However, this is not yet in place, and the State Party has indicated that this will occur by October 2019. Challenges have been identified in relation to the resourcing of conservation, expanding visitor levels, and ensuring sufficient and consistent engagement with the local community is established and sustained.

ICOMOS considers that the management system for the property is appropriate, but that adequate resources for implementation are required along with the ongoing engagement with residents and local users. The monitoring system should be fully implemented, and clearly set out. ICOMOS considers that all new building construction projects could have a potential impact on the proposed Outstanding Universal Value of the nominated property and should be communicated to the World Heritage Centre in line with paragraph 172 of *Operational Guidelines for the Implementation of the World Heritage Convention*.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the nomination of Ivrea, Industrial City of the 20<sup>th</sup> century, Italy, be **referred back** to the State Party in order to:

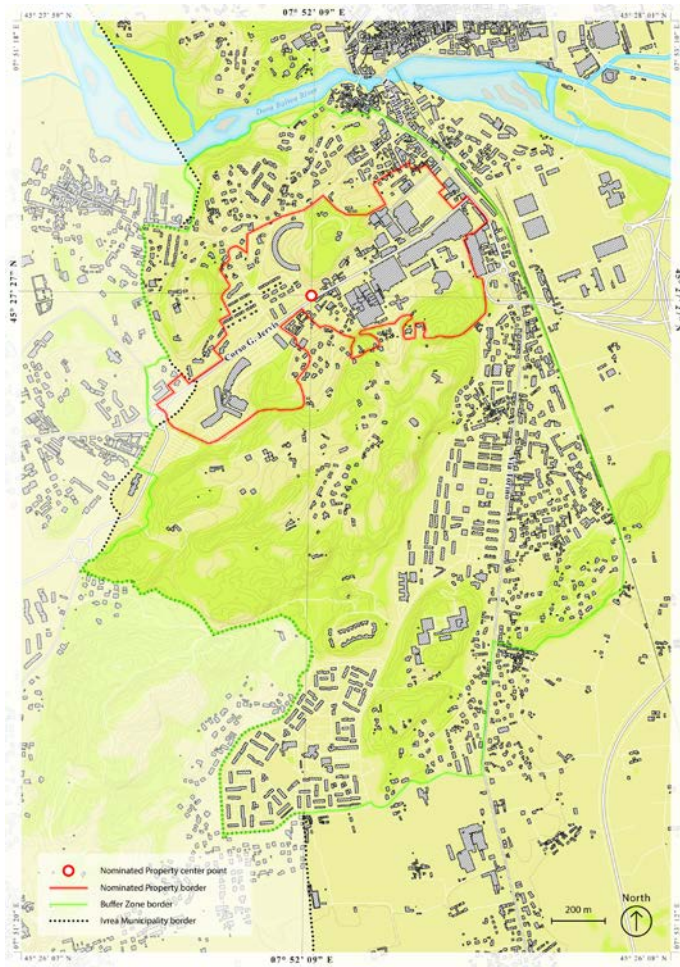
- a) Finalise and confirm the national legal protection for the property, and finalise the adoption by Ivrea Council of the regulation of the regional landscape plan, integrating the guidelines and prescriptions directly relating to the protection, safeguard and enhancement of the property into the municipal regulations,
- b) Streamline the legal protection of the property, ensuring effective coordination between national, regional and local levels of protection,
- c) Revise the property boundary to exclude the site of the recent housing project facing the 'Red Brick building' (*Mattoni Rossi*), and include it in the buffer zone,
- d) Provide a strategic conservation plan for the property, including the planned conservation outcomes for each building, strategies for new uses of vacant buildings, and resources for maintenance;

### Additional recommendations

ICOMOS recommends that the State Party give consideration to the following:

- e) Continuing to document the buildings of the property and their architectural characteristics and interiors, and ensure their conservation,
- f) Fully implementing and clearly setting out the monitoring system (including the frequency of measurement of indicators) in order to monitor the state of conservation of the attributes, and the mitigation of identified pressures,
- g) Ensuring that all new construction projects (including adaptive reuse) that could impact on the Outstanding Universal Value of the property are the subject of Heritage Impact Assessment and are communicated to the World Heritage Centre in line with paragraph 172 of *Operational Guidelines for the Implementation of the World Heritage Convention*;





Map showing the boundaries of the nominated property





Olivetti Office Building



Villa Capellaro

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***Le Colline del Prosecco di Conegliano e Valdobbiadene***  
**(Italy)**  
**No 1571**

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**Official name as proposed by the State Party**

*Le Colline del Prosecco di Conegliano e Valdobbiadene*

**Location**

Province of Treviso  
Veneto Region  
Italy

**Brief description**

Located in the northern area of the province of Treviso, in the Veneto Region, the *Colline del Prosecco di Conegliano e Valdobbiadene* comprises the vineyard landscape of Prosecco Conegliano Valdobbiadene Superiore DOCG appellation wine production area. The landscape is characterised by hogback hills which provide spectacular views of the diverse patchwork of vineyards, numerous abbeys, convents, rural churches, sanctuaries, bell towers, old mills, castles, towers and fortified walls, numerous hilltop villages and settlements, rural and natural areas, and towns. It is said to attest to a thousand-year-old process of adjustment to a remote and rugged land, that is symbolic of the agricultural and social challenges that have affected European viticulture over the last three centuries, as well as its communities' original response, in the creation of a scientific and technological innovation district for informal and formal wine production practices at the turn of the 20<sup>th</sup> century, which constitutes a redemption model for winemaking in marginal conditions.

**Category of property**

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *site*.

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (July 2017) paragraph 47, it is a *cultural landscape*.

**1 Basic data**

**Included in the Tentative List**

5 October 2010

**International Assistance from the World Heritage Fund for preparing the Nomination**

None

**Date received by the World Heritage Centre**

31 January 2017

**Background**

This is a new nomination.

**Consultations**

ICOMOS has consulted its International Scientific Committee on Cultural Landscapes, and several independent experts.

**Technical Evaluation Mission**

An ICOMOS Technical Evaluation mission visited the nominated property from 2 to 8 October 2017.

**Additional information received by ICOMOS**

An interim report was sent by ICOMOS to the State Party on 18 January 2018 highlighting ICOMOS' views regarding the historical development of the nominated landscape, the justification of Outstanding Universal Value and the comparative analysis of the property.

As a response to the interim report, on 27 February 2018 the State Party sent additional information to ICOMOS including history and development of the property and definition of its geographical boundaries, enhanced justification of the elements of Outstanding Universal Value of the property, an augmented and concise comparative analysis, and updated information regarding protection, governance, the implementation of some planned actions and stakeholder's participation.

**Date of ICOMOS approval of this report**

14 March 2018

**2 The property**

**Description**

Note: Due to limitations on the length of evaluation reports, not all elements within this nominated property have been described in this report. In the nomination dossier and the additional information, each component site is described in text and images.

Located in the northern area of the province of Treviso, in the Veneto Region, the *Colline del Prosecco di Conegliano e Valdobbiadene* comprises the vineyard landscape of Prosecco Conegliano Valdobbiadene Superiore DOCG (*Denominazione di Origine Controllata e Garantita*) appellation wine production area. The nominated property covers an area of 20,334.20 ha, taking in fifteen municipalities (the entire municipal territories of Refrontolo and Tarzo and parts of the municipalities of Cison di Valmarino, Conegliano, Farra di Soligo, Follina, Miane, Pieve di Soligo, Revine Lago, San Pietro di Feletto, San Vendemiano, Susegana, Valdobbiadene, Vidor and Vittorio Veneto). The hills' geomorphology is characterised by steep hogbacks at the foothills of the Alps and "landri" (karst) formations in the southernmost section.

The nominated property comprises a diverse patchwork of vineyards, abbeys, convents, rural churches, sanctuaries, bell towers, old mills, castles, towers and fortified walls,

numerous hilltop villages and settlements (including cottages, farmhouses, stone stables, farm buildings), rural and natural areas, and includes four main towns, Conegliano (to the south-east), Pieve di Soligo (to the south-west), Valdobbiadene (to the west), and Vittorio Veneto (to the north-east). These numerous religious and defensive buildings, farmhouses and urban settlements and villages, date back in large part to the period between the 11<sup>th</sup> and 18<sup>th</sup> centuries.

The vineyard landscape of the nominated property is also dotted with numerous farmhouses, farm buildings and rural cottages. Each rural complex normally has three parts: the dwelling, the stable-barn and a multifunctional porch. The rural cottage is more commonly found in the hilly part of the hogbacks. It does not reflect established formal canons but is often a sum of various parts developed over time, mirroring the fortunes of the owner family.

### History and development

The historical development of the nominated property appears largely to mirror the much larger Veneto Region, as set out clearly in the dossier. There is no suggestion that what happened in the nominated property evolved in a particular way.

The beginnings of Veneto viticulture date back to around 181 BC when the Roman army passed through the eastern Veneto on their way to the colony of Aquileia. In the periods that followed, the territory's viticulture went through a period of decline due to barbarian invasions, with the fall of Aquileia in 452 and the almost complete destruction of the vines.

The landscapes and agricultural management of the winegrowing territory underwent changes in the Middle Ages, under the authority of the bishops and monasteries. Vast ecclesiastical winegrowing domains were established between the 11<sup>th</sup> and 12<sup>th</sup> centuries, such as Santa Bona di Vidor, Santa Maria in Monte in Conegliano, and San Pietro di Colle. The winegrowers' villages on the hilltops, isolated farms, castles, Romanesque churches, small urban trading centres in the lowlands, and remains of monasteries, bear witness to the development of vineyards during this period.

Venetian rule of the Veneto hinterland from the 14<sup>th</sup> to the 18<sup>th</sup> centuries gave birth to the "villa civilisation" seen in a number of noble villas and manor houses located in strategic places in the hill territory. The earliest documentation concerning the cultivation of the Prosecco grape variety (Glera) in the Veneto region dates back to 1754. In the 18<sup>th</sup> century, cultivation of Glera expanded throughout the hills of Veneto and Friuli.

After the fall of the Republic of Venice (1797) and the wars that followed, Napoleonic domination brought about the first major reorganisation of Veneto agriculture, including the division of properties, modernisation of the agricultural layout, and the training of farmers on the part of numerous scientific and technical institutions that were established in

the area (the *Accademia degli Aspiranti di Conegliano* (1603/1812), ad hoc agricultural department of the *Accademia* (1768), *Scuola agraria di Gera* (1864/1867), and *Regia Scuola di Viticoltura ed Enologia* (1876), all make up today the Conegliano campus).

The 19<sup>th</sup> century is also marked by the phylloxera outbreak and the development of a dense network of small and medium-sized farms, which survived until the later 20<sup>th</sup> century. Specific technical and scientific knowledge regarding production developed in leaps and bounds in the 20<sup>th</sup> century, thanks in part to the School of Oenology in Conegliano Veneto, which perfected the production method (secondary fermentation technologies), enhancing the qualities of Prosecco.

Following the destruction caused by World War I, a major research facility (*Stazione Sperimentale di Viticoltura e di Enologia di Conegliano*) was established in 1923 aimed at providing farmers with adequate scientific support and new expertise, in order to restore the territory's vineyards destroyed by phylloxera. Despite being identified back in 1870, the area under vines that for the large part matches that of the nominated property, was clearly shown for the first time on maps drawn up in 1936. In 1962 a group of 11 producers, representing the principal vine-growers' cooperatives and the major sparkling wine-producing companies, founded the *Consorzio di Tutela del Prosecco di Conegliano Valdobbiadene*, proposing a set of production regulations to safeguard the quality and image of the wine they made. Subsequently, in 1966 the first Italian wine route, la *Strada del Vino Bianco* (renamed *Strada del Prosecco e Vini dei Colli Conegliano-Valdobbiadene* in 2003), was created in this area. The importance of Prosecco has increased since 1969 when it obtained the certification DOC (*Denominazione di Origine Controllata*).

In 2003, through the regional law that regulates Production Districts, the Conegliano Valdobbiadene territory was recognized as the first oenological district of the Veneto Region. This recognition was crucial for gaining the DOCG certification (*Denominazione di Origine Controllata e Garantita*) for Conegliano Valdobbiadene in August 2010.

The broader vineyard landscape of the Prosecco DOC, however, has seen a dramatic increase in its production area in recent times. As for the nominated property, which accounts for less than one-fifth of all Prosecco production, the growth of vine hectares was more moderate.

## 3 Justification for inscription, integrity and authenticity

### Comparative analysis

The comparative analysis has been carried out very thoroughly and presents an inventory of 36 possible comparable rural and viticulture landscapes inscribed on the World Heritage List, national Tentative Lists, or recognised as heritage sites by their respective States.

Following the identification of the values and attributes of the nominated landscape, the comparative analysis uses four criteria to illustrate how the nominated property ranks in relation to these 36 sites. Then, 15 relevant comparable examples are selected on the basis of 6 elements (rural characterisation, morphology, site vocation, research and experimentation, intangible culture, and important international productions) and according to the nomination criteria proposed (because of their correspondence with the nominated property in terms of criteria for inscription), whilst taking into consideration the combination of geomorphological, rural, cultural and historical characteristics. The selected properties are subdivided into four main groups: Cultural Landscapes of Rural Value, Viticulture Rural Cultural Landscapes, Tentative List of cultural landscapes, and other cultural landscapes.

The comparative analysis concludes that the nominated property represents an unparalleled conservative agricultural model, generated by the area's geomorphological properties, which in the last three centuries has managed to establish itself internationally, especially through the production of its high quality Prosecco wine, as a model of success that has been replicated around the world by Veneto migrants and alumni of the *Regia Scuola di Viticoltura e di Enologia di Conegliano*.

In the additional information submitted to ICOMOS on 27 February 2018, the State Party provides a further comparison between the nominated property and other winegrowing sites, focusing on specific features (e.g. major environmental challenges; land hydraulic management; site coherence with rare hogback morphology, etc) considered to be related to the proposed criteria (iv) and (v). In addition to the 15 sites analysed in the nomination dossier, the analysis takes into consideration additional winegrowing landscapes already inscribed on the World Heritage List, including the Jurisdiction of Saint-Émilion (France, 1999, criteria (iii) and (iv)) and the Landscape of the Pico Island Vineyard Culture (Portugal, 2004, criteria (iii) and (v)). Other vineyard landscapes and regions are also taken into consideration: La Rioja and Rioja Alavesa Wine and Vineyard Cultural Landscape (Spain), Cape Town (South Africa), Montalcino and Pantelleria (Italy), Alsace (France), Moselle (France, Luxembourg, and Germany), and Cava (Spain).

The augmented comparative analysis concludes that although many of the attributes of the nominated property are also peculiar to other remarkable (inscribed and not inscribed) vineyard landscapes, there are no other cases where the local community has been exploiting for centuries the fragile and vulnerable physical context represented by the hogback geomorphology, preserving its stability with an harmonious equilibrium between cultivated and un-cultivated areas and maintaining over time a landscape of outstanding beauty, through a continuous adaptation and improvement of production techniques, based on a

lively endogenous production of knowledge and intensive processes of knowledge sharing.

ICOMOS considers that the proposed methodology of the comparative analysis is sound, but the chosen values and attributes seem incomplete and at times inadequate. For instance, the cultural landscapes where there are no vineyards are not necessary to be compared, since there are enough vineyards in the world to find good comparative examples. The DOC has been used as a main attribute, but the comparative analysis does not include a table with DOC world areas.

ICOMOS also considers that the approach and logic sustaining the comparative analysis is inadequate: the nomination dossier appears to be looking for a similar property to Prosecco instead of seeking sites where the comparisons can be made between values, as well as attributes. Although a number of other similar and comparable vineyard landscapes in Italy and in the world were added in the augmented comparative analysis, in many cases the parameters for comparison were not the values and attributes identified in the nomination dossier but a new set of elements (e.g. major environmental challenges; land hydraulic management). The conclusions of the comparative analysis tend to position the *Colline del Prosecco di Conegliano e Valdobbiadene* as unique among its comparators but do not clarify how the property could be seen as exceptional or outstanding.

ICOMOS considers that the primary interesting feature of the nominated property is its scenic aspects. The vines, sliding down steep slopes, on narrow grassy terraces, their colour and texture changing with the seasons, the scattered small settlements and the various structures perched on high points (e.g., small fortresses or towers, chapels, villages or a single rural building), constitute interesting landscape features and express essential qualities of the winemaking region of Prosecco. Nevertheless, ICOMOS considers that seen together, all these characteristics are not necessarily a proof of exceptionality.

ICOMOS considers that most of the aspects that are said to be specific, unique or exceptional to the nominated property, such as "the anthropisation of a harsh nature", "the technological and scientific innovation district", or "bio-cultural landscape" are also relevant features distinguishing other wine areas as shown in numerous instances by the comparative analysis. Indeed, scenic vineyard landscapes, presenting an harmonious blend of vines with an associated rich built heritage, attesting to centuries-old winemaking traditions and developments that played a major role in overcoming rural poverty, are relatively numerous in Europe. A certain number have already been inscribed on the World Heritage List.

In general, ICOMOS considers that it is more and more difficult to find, especially in Europe, vineyards or cultural landscapes linked to wine production, that present an

Outstanding Universal Value. The reason for this is because the different cited attributes have already been recognised in the World Heritage List. The nominated property is a clear illustration of this scenario, as many attributes considered as outstanding in the nomination dossier are fairly common to most of the European vineyards inscribed on the World Heritage List.

ICOMOS appreciates the work carried out by the State Party to extend the comparative analysis. However, it also considers that the augmented comparison does not succeed in demonstrating which are the specificities of *Le Colline del Prosecco di Conegliano e Valdobbiadene* that would distinguish it in an exceptional manner from other similar properties inscribed, or not, on the World Heritage List.

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ICOMOS considers that the comparative analysis does not justify consideration of this property for the World Heritage List.

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#### **Justification of Outstanding Universal Value**

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

- The property is an outstanding example of a vital cultural landscape model of the relationship between man and the environment that has been able to successfully adapt to a particularly fragile and difficult-to-work territory and which constitutes an extremely important contribution to global wine culture and techniques: it is the basis of the internationally successful product, Prosecco, synonymous with sparkling wine;
- Based on a millenary rural civilization that has undergone a process of adaptation to a fragile and harsh marginal area, the bio-cultural landscape of the *Colline del Prosecco di Conegliano e Valdobbiadene* is highly representative testimony of the upheavals that have affected European viticulture over the last three centuries as well as an emblematic redemption model from marginality whose characteristics have been exported throughout the world thanks to the diffusion of the expertise developed at the *Scuola Enologica di Conegliano* and its research centres;
- The bio-cultural landscape of the hills is an outstanding example of significant interaction between man and a particularly fragile natural environment, symbolised by manual labour, linked to the cultivation of the vine, that is still today practised in difficult conditions;
- The property and its characteristics are represented in a number of religious paintings of the Venetian Italian Renaissance masters: Giovanni Bellini, Giovanni Battista Cima da Conegliano, Giorgione and Titian, all natives of, or visitors to, the area who were able to portray a complex vision of a landscape where nature and the history of man merge and identify one with the other.

ICOMOS considers that the justification put forward by the State Party illustrates traits of the nominated property that are also common to many other cultural landscapes based on viticulture and wine-making, especially in Europe. In fact, many other vineyards have experienced the same conditions in many places across Europe, especially on islands and in harsh or mountainous regions. The "anthropization of a harsh nature" can be found in many other listed sites that include remote islands as well as mountainous places all around the world (e.g., Cinque Terre, Amalfi, Friuli or Aosta Valley, all in Italy; Lavaux in Switzerland; the Middle Rhine Valley in Germany; or Alto Douro in Portugal). The same applies to the justification that the nominated property constitutes a highly representative testimony of the upheavals that have affected European viticulture over the last three centuries. This can be said for numerous European vineyards that have experienced mildew and phylloxera outbreaks, and many wars, especially the last two World Wars.

ICOMOS considers that the influence of the "*Scuola di Coneglio* and Prosecco oenologists" has been overestimated, since it has followed a general movement occurring in Europe and all over Italy. The Accademia movement, born in Renaissance Tuscany, had spread all over Europe from the 17<sup>th</sup> until the 19<sup>th</sup> century; it gave birth to many scientific, agricultural and viticultural schools in Europe, one of which was the Veneto *Regia Scuola di Viticoltura e Enologia di Conegliano* (1876). The school, although based in Coneglio, was interested in all the wine types of the whole Veneto Region (which was the biggest Italian wine area), not just for the district of Conegliano and Valdobbiadene and its Prosecco wines.

While it is indisputable that the Coneglio school certainly helped to improve local viticulture and contributed to its recent development, ICOMOS considers that its "world influence" has been overestimated, as has been the Prosecco region workers' migration and their role in the launch of New World viticulture. The nomination dossier often equates the whole Veneto Region with the small Prosecco area, neglecting the fact that many other oenological schools in Italy, in Piedmont, Tuscany, Emilia-Romagna, and Naples, also launched didactic and research programs, and such was the case also in other European countries, such as Germany, Austria and France, that had exported their wines since the Middle-Ages, or even in the New World. ICOMOS considers that it is not evident that the emigrants from this area had such an important impact on the new territories as is claimed in the nomination dossier, since many of the claims in it about emigration and the constitution of the new vineyards are sometimes either ambiguous or factually incorrect.

In ICOMOS' view, the "redemption model" is the evolution of small producers (nowadays 3,000) in response to their environment, who moved from polyculture, arboriculture (especially during the 19<sup>th</sup> century) and livestock, to vine monoculture.

Winemaking of the region adapted to the topography, as occurred in many other remote rural areas across Europe. The "development of a successful rural economy" is a very recent development due to a high yield production at a relatively low cost, more than to its "innovation", whereas other vineyard landscapes such as Piedmont are much more representative of the Italian wine "*Risorgimento*" until the middle of the 19<sup>th</sup> century. ICOMOS notes that the reasons for which a landscape is considered as exceptional or outstanding depends on its own characteristics and not on the product which is derived from that landscape through manufacturing or farming processes. The quality and recognition of that product, however, can help situate the human endeavour associated with a landscape, demonstrating their development, achievements and values as a community.

In response to ICOMOS' Interim Report sent to the State Party on 18 January 2018, the State Party submitted additional information to ICOMOS on 27 February 2018, providing additional elements for justification of Outstanding Universal Value. ICOMOS considers the additional explanation pertinent to the nominated property but this does not indicate the exceptionality or outstanding dimension of the nominated property.

Given the reasons above, ICOMOS considers that the nomination dossier and the provided additional information have not demonstrated how and through which attributes the nominated property would illustrate outstanding and specific aspects of the vineyard landscape and of the associated activity that may enrich and expand the representation of this theme and type of cultural property on the World Heritage List, in accordance with the objectives of the Global Strategy for a Representative, Balanced and Credible World Heritage List.

### **Integrity and authenticity**

#### **Integrity**

The nomination dossier holds that the nominated property contains all the attributes that enable the expression of the functional rapport of the landscape values associated with its role as a bio-cultural landscape, linked to the mutual interdependence between man and nature and that of a redemption model.

ICOMOS observes that the determination of the nominated property has been based mainly on the DOCG appellation delimitation granted in 2010, although not covering all of it, and that the boundaries of the nominated property thus reflect an area that was not delineated until the early 20<sup>th</sup> century. In the additional information sent to ICOMOS on 27 February 2018, the State Party clarified that the nominated property covers a very small area, compared with the Prosecco DOC production area which includes almost the entirety of the Veneto and Friuli Venezia Giulia regions, representing the historical, cultural and social origins of the Glera-based sparkling wine.

Accordingly, the hills of Conegliano and Valdobbiadene are identified as a choice area for white wine production on the first wine maps dating back to around 1870; the area under vines that for the large part matches that of the nominated property, was clearly shown for the first time on maps drawn up in 1936. The State Party further highlights that the wine typically produced in the nominated area is the Conegliano Valdobbiadene Prosecco Superiore DOCG, which accounts for less than one-fifth of all Prosecco production and that the recent dramatic increase of Prosecco supply relates mostly to the Prosecco DOC.

Although the State Party presents the *Colline del Prosecco di Conegliano e Valdobbiadene* as a continuum and evolving landscape, ICOMOS considers that the nominated property comprises new vineyards, after a partial desertification due to large-scale emigration, the various vine plagues, economic crises and wars that have affected the nominated property, as is acknowledged in the nomination dossier. In the middle of the 20<sup>th</sup> century, depopulation was a determining factor in the decline of viticulture, leading to the abandonment of inaccessible vines and an advance of the forest. There has been a revival in the central region in recent decades thanks to the commercial success of Prosecco, which has led to an extension of wine growing areas. The current vineyards therefore no longer correspond to the original ones. ICOMOS considers that the Prosecco landscape, as it exists today, cannot be readily linked to the layout of vineyards and production methods from the 18<sup>th</sup> century and earlier.

ICOMOS also notes that the landscape outside the property is turning into a wine-producing area on an industrial scale that has severe effects on the integrity of the broader cultural landscape.

#### **Authenticity**

The State Party considers that the overall authenticity of the property has been retained. The signs of an evolutionary rural civilisation, as well as the area's successive dominations, that are to this day present in the property and recorded in the *Regione Veneto* archives, have been largely preserved in the construction materials and techniques. The vineyard areas and the complexity of the hills' agricultural patchwork have remained substantially unchanged as can be seen in the various studies and monitoring conducted over the last 50 years. The perception of the landscape, with its crops, semi-natural areas, castles, towers and steeples, can be readily observed in pictorial depictions dating back to the 1400s, including the sacred landscape works of Cima da Conegliano in particular. Further testimony of the site's viticulture specialisation and learning district at the turn of the 20<sup>th</sup> century, is attested by the Conegliano campus which brings together the legacy of the schools created in the 18<sup>th</sup> and 19<sup>th</sup> centuries, and the contribution made to the global spread of wine culture by ex-students who migrated to various countries including Brazil, Argentina, Australia and New Zealand.

ICOMOS notes that the nominated property is authentic as a whole, as far as the architectural forms, styles and materials are concerned. However, ICOMOS is concerned that the degree of authenticity and ability of the nominated property to truthfully convey the significance of *Colline del Prosecco di Conegliano e Valdobbiadene* is reduced by the lack of accuracy of some sources or the use of ambiguous comparative data to justify how the property stands out in respect to many other properties already inscribed, or not, on the World Heritage List.

In conclusion ICOMOS considers that while the nominated property may be considered complete in relation to the combination of features and values presented by the State Party and able to express credibly its values and features as presented in the nomination dossier, ICOMOS does not consider that it meets the conditions of integrity and authenticity as neither the comparative analysis nor the proposed justification for inscription suggests that the property can be seen as exceptional in World Heritage terms.

#### **Criteria under which inscription is proposed**

The property is nominated on the basis of cultural criteria (iv) and (v).

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

This criterion is justified by the State Party on the grounds that based on a millenary rural civilisation that has undergone a process of adaptation to a fragile and harsh marginal area, and its historical vicissitudes, the landscape is a highly representative testimony of its communities' bottom-up approach in response to conditions of poverty, the upheavals that have affected its agricultural context from the 19<sup>th</sup> century onwards, and the intellectual migration that has influenced the agricultural models of different continents. The sharing of agricultural knowledge through "itinerant teaching", and the development, from the 1600s up to today, of a technical-scientific innovation district, as well as the dissemination of techniques and knowledge by the Conegliano oenology school's alumni in new territories, has led to the nominated property's identification as an exceptional emblematic model for the redemption from marginality of communities made up of a dense network of small and medium-sized farms, that was disseminated in the Americas and Oceania through its replication by migrants, and that is today represented by Prosecco wine, an internationally successful product.

ICOMOS considers that the so-called "communities' bottom-up approach in response to conditions of poverty", characterized by the parcelization of the land and the presence of many small producers, is similar to many European vineyards, where, besides the rather new phenomenon of big corporate owners, many small producers still exist, either as independent producers or members of cooperatives. As demonstrated above, the

redemption model of Prosecco cannot be considered as exceptional. The success of this "redemption model", seen in the fact that everyone benefits from it, is the same in many successful vineyards. Moreover, the model only brought prosperity after World War II, which can be seen as relatively late.

In addition, ICOMOS considers that the diffused knowledge is a common factor to all European wine areas, where winemaking know-how, part of the local culture, is transmitted from generation to generation, and that the influence of the "*Scuola di Coneglio* and Prosecco oenologists", has been overestimated.

ICOMOS considers that the arguments put forward to justify this criterion illustrate developments that have occurred in similar ways in several other vineyard cultural landscapes in Italy and throughout Europe, therefore they do not support the claims of exceptionality for the nominated property with regard to this criterion.

ICOMOS considers that this criterion has not been justified.

Criterion (v): *be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change;*

This criterion is justified by the State Party on the grounds that the nominated property is an emblematic example of the rapport between man and nature. With respect to its original conformation, the hills' bio-cultural landscape is the result of an exceptional progressive millennial process of transformation and adaptation to a difficult area whose production is still today based on 'heroic viticulture', carried out by hand on the fragile plots of its slopes. This contributes to a rural landscape with a uniquely complex agricultural patchwork of vineyards and scattered rural settlements, based on the mutual interdependence of soil valorisation and biodiversity, and the inseparable rapport between man and the territory that is represented in its communities' traditions and literature of the 20<sup>th</sup> century. The basis of this rapport, the exceptional complexity of the hills' landscape, can be clearly seen in the homogeneity and equilibrium of forests, vineyards, and historical settlements, today as much as in the past. Its landscape and the symbolism-rich detailed depictions of its physical, botanical and architectural characteristics, are featured in numerous Veneto Renaissance works of art of unquestionable value.

ICOMOS considers that the assertion that the hills' bio-cultural landscape is the result of an exceptional progressive millennial process of transformation and adaptation is not appropriate. In fact, the "site's geographic position characterized by a natural fragility, with hard and soft rock" occurs in many European vineyards, especially in mountainous areas, such as the

Pre-Alps, and this is what makes for interesting wines, each 'terroir' being different, adapted to various grape varieties, giving different tastes even among the same variety. Moreover, ICOMOS considers that the fact that production is still largely carried out by hand is not in itself exceptional. It would certainly be very difficult to maintain and harvest with machines in the highest parts of the property, as it is in many other mountainous vineyards where harvesting is manual. Today in all the renowned wine areas such as Médoc, St Emilion, Champagne, Côtes du Rhône, Lavaux, Barolo, Montalcino, the crop is always manual and that is compulsory in many DOCG appellations.

ICOMOS considers that few details are provided to corroborate the suggestion that the nominated area, as a particular part of the Veneto, inspired particular artists and how views corresponding with their paintings remain largely unchanged. Rather the nomination dossier refers to "representation of the landscape in sacred art as of the 15<sup>th</sup> century, as evidence of the site and it's still visible local landmarks". ICOMOS further notes that other vineyard landscapes, such as the Vineyard Landscape of Piedmont: Langhe-Roero and Monferrato (Italy) also presents many examples of representations, much more evocative of the actual landscape than those shown for the nominated property. Val d'Orcia (Italy) has been listed as an exact and still-living representation, a prototype of the Renaissance landscape represented in the Sienna fresco of 'Good Government' by Lorenzetti (on which the vine labours are specifically reproduced), and of the '*bel paesaggio*' represented by the greatest Renaissance painters. For these reasons, ICOMOS is not convinced by the arguments for the importance of the property in the Venetian art tradition.

ICOMOS considers that the arguments used to justify this criterion are applicable to many vineyard landscapes and some elements that are suggested as attributes illustrating the justification for this criterion appear to be better represented in other vineyard landscapes.

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ICOMOS considers that this criterion has not been justified.

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In conclusion, ICOMOS does not consider that any of the cultural criteria have been justified.

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#### **4 Factors affecting the property**

The nomination dossier recognises that the current and medium-term pressures affecting the nominated property are related to the possible growth of non-agricultural urban fabric and its infiltration of the property's more integral parts, as well as the transformation of agricultural terrain, mainly due to new cultural structures and attempts to promote the mechanization of vineyard labour.

There are a number of buildings dating from the 1960s and 1970s, which do not harmonize with the landscape.

Sections of the buffer zone comprise massive individual buildings (commercial activity, the Tarzo retirement home) and all the urban development zones, very extensive in the plain in the vicinity of the region but which are also delimited by the hilly region. As a result of the construction regulations now adopted or applied in various municipalities, the construction of unsuitable individual buildings in the region has been largely halted. Today all of the property's municipalities are equipped with a city plan (*Piano di Assetto del Territorio, Comunale o Intercomunale* as provided for by *Legge 11/2004*) which has led to the complete shutdown of these transformations.

Over the last twenty years, the extension of the wine-growing area has partly restored the old mosaic landscape but has also partly modified it: the forest that had developed has receded and the old pastures given over to the goats have also been transformed into vineyards. Recent vineyards have not always been created according to traditional structural criteria (planting parallel to the slope, landslides have also occurred). In the flatter southern part and in the hilly areas, where the conditions were favourable despite the escarpment, the vineyards were developed using machinery. In some cases, this arrangement did not take into account the topography. The strict rules for the creation of vineyards have made it possible to interrupt this dynamic and to focus exploitation on the long-term preservation of landscape structures. Currently, the establishment of vineyards is regulated in detail in different municipalities. The AVEPA (Venetian Agency for Payments in the Agricultural Sector) keeps the register of vineyards and oversees their management. The creation of new vineyards must be declared to the region of Veneto. With the Inter-Municipal Rural Police Regulation, detailed provisions for the creation of vineyards will have to be applied in the future in the same way in all municipalities.

Global climate change has also significantly affected the nominated property. This can have a decisive influence - particularly the availability of water and the change in temperatures - on the possibilities available to viticulture and wine production. Climatic change of weather phenomena subject the geomorphological structure, which is fragile from a lithological and soil point of view, to increasingly frequent stress. The intense rainfall results in some cases in significant flooding, always accompanied by an ever-increasing number, especially over the last few years, of small and medium-sized landslide events, facilitated by the thin and not very cohesive layer of fertile soil.

Current tourism flow in the nominated area is particularly low and is limited to a widespread presence of local people mainly involved in free-time activities: walking, jogging, cycling, and mountain biking.

ICOMOS notes that the success of Prosecco wines has encouraged agricultural land-use intensification, which may also threaten the landscape.



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ICOMOS considers that the main factors liable to affect the property are the expansion of non-agricultural urban fabric, agricultural land-use intensification and transformation of agricultural terrain.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

The boundary of the nominated area covers more or less all the land within the recently designated (2009) Conegliano Valdobbiadene Prosecco Superiore DCOG vine growing area and covers an area of 20,334.20 ha. The delimitation of the regional perimeter of the core zone essentially respects the topographic specificities that characterize the region of the Pre-alpine hills situated between the edge of the Alps and the plain. However, ICOMOS notes that the boundaries of the nominated area could be drawn more efficiently in terms of protection. For example, minor delimitation corrections would be desirable in the south-west near Farra di Soglio or Fontana, delineating more precisely the congested residential area. The same is true in the north-east, near Fratta, where some commercial areas or the Tarzo retirement home are a heavy burden for the region that would be better integrated into the buffer zone.

The buffer zone covers 23,654 ha, including 13 of the 15 core zone municipalities, as well as 6 other municipalities. It is situated in the valleys opposite the slopes of the Pre-Alps and along the Piave River to the west, which acts as a natural bearing zone for the nominated property, as well as in the plains south-east of the hilly area, that constitutes the areas to the rear under the administrative profile. Although the delimitation following the topographical logic falters near Conegliano, due to intensive construction south-east of the railway line, ICOMOS understands the rationale and the coherence of the boundaries proposed by the State Party.

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In conclusion, ICOMOS considers that the boundaries of the nominated property could be considered adequate although they may benefit from a slight adjustment in some sections (south-west and north-east) to ensure more effective protection. The boundaries of the buffer zone are adequate.

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### Ownership

The nominated property falls within the municipal territory of fifteen municipalities within the Veneto Region and is divided between private property, including vineyards and a number of historical and rural buildings, and the public domain consisting of, apart from its architectural elements, waterways, roadways and public spaces in general.

### Protection

The property is protected at the national, regional, provincial and municipal levels by provisions that are often interdependent. The same applies to European

environmental law and protection of the landscape. The various levels of legislation affect a large number of areas: monuments, sites, nature, water management, building and housing regulations, and control of economic activities, agricultural production and product protection.

The implementation of the constitutional protection of the landscape in Italy is governed by the "*Codice dei Beni culturali e del paesaggio*" (also known as the "Cultural Heritage and Landscape Code") issued by Legislative Decree No. 42, 22 January 2004, amended twice in four years following its institution: in 2006 with Legislative Decrees No. 156, 24 March 2006 (in relation to cultural heritage), and No. 157 (in relation to the landscape); and in 2008 with Legislative Decrees No. 62, 26 March 2008, (in relation to cultural heritage) and No. 63 (in relation to the landscape). The Cultural Heritage and Landscape Code, under the responsibility of the Ministry for Cultural Heritage and its regional agencies, defines the responsibilities of the regional and local public authorities and the application procedures and coordinates and simplifies the prior protection legislation for the monumental and landscape components. At the regional level, the main reference regulation is established by the Regional Law 11, 23 April 2004, concerning "regulations for the territorial government and landscapes matters", as amended by the subsequent Regional Law of 26 May 2011.

The nominated property is also managed through a set of comprehensive, hierarchically-organized plans, each of which determines the constraints, safeguards and rules relating either to the levels below or directly to the administrated territory, administered at regional, provincial and municipal level. The *Codice dei Beni Culturali e del Paesaggio, Decreto Legislativo 42/04* foresees the processing of landscape plans through both the *Ministero dei Beni e delle attività Culturali e del Turismo* and each Italian Region. For the Regione Veneto, the process of editing the Regional Land Plan (*Piano Territoriale Regionale di Coordinamento - PTRC*) is currently underway and is expected to be completed during 2018. The *Piano Territoriale Regionale di Coordinamento della Regione Veneto* (2009) is a regional instrument for the governing of the territory, and applies to the nominated property and buffer zone. The *Piano Territoriale di Coordinamento Provinciale* (PTCP) outlines the objectives and key elements that are fundamental to the provincial territory structure in line with the guidelines for the provincial socio-economic development of landscapes. Established by the Regional Law 11/2004, the municipal and inter-municipal level *Piani di Assetto del Territorio* constitute the planning tools that, in lieu of the *Piano regolatore generale* (PRG), regulate and control building and renovation permits.

The property is also protected at the national level by the various regulations and orders introduced since 1967 relating to guaranteed controlled appellation wines (DOCG). The Denomination of Controlled and Guaranteed Origin "Conegliano Valdobbiadene Prosecco Superiore DOCG" regulations constitute a legal instrument that

regulates the production of DOCG wine, and covers a large part of the area under consideration: there are a number of farms that ascribe to the *Consorzio di tutela Conegliano Valdobbiadene Prosecco Superiore* and that follow the guidelines dictated by these regulations. The production rules of the DOCG determine, among other things, the planting system, the organization and management of vineyards, the protection of biodiversity and the materials that can be used to build wine-making facilities.

A Memorandum of Understanding between the Veneto Region and the municipalities of the Prosecco wine production area was approved with the Regional Council Resolution No. 561, 26 April 2016, in order to test a shared regulation to be included in the municipalities' city planning and/or building codes, in order to ensure improved valorisation, protection and preservation of the nominated property.

In the additional information sent to ICOMOS on 27 February 2018 the State Party indicated that because of the growing involvement for the nomination and in order to improve and better coordinate the activities and the rules already put in place in all the Municipalities involved in the nominated property and its buffer zone, there is a new tool called "Technical rule - Sole Article". The elaboration of this instrument by 28 municipalities took almost two years, and was approved by the Region in January 2018, and is also in the process of being approved by some of the municipalities.

ICOMOS considers that for the operational implementation of the various plans, it is important that the "*Regolamento intercomunale di polizia rural*" enters into force soon. It is also desirable that the "*Piano Paesaggistico di Dettaglio (PPD)*" at the regional level be implemented.

In general, ICOMOS considers that the set of protective measures guarantees that both the nominated property and the buffer zone do not run the risk of being subjected to large-scale transformation.

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ICOMOS considers that the legal protection in place could be strengthened by the implementation of the "*Piano Paesaggistico di Dettaglio (PPD)*" at the regional level, the implementation of "*Regolamento intercomunale di polizia rural*" and the approval of the tool "Technical rule - Sole Article" by all municipalities.

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### Conservation

The nomination dossier provides a detailed account of the state of conservation of the different elements comprised in the nominated property as well as of the buffer zone. There is a very large body of archival documentation, which is both publicly and privately owned. It is held in numerous public archives, libraries, museums, etc. (regional, provincial, municipal, universities, professional bodies, etc.), and in sometimes considerable private collections (descendants of large estates, wine houses,

etc.). There have also been numerous oenological research projects carried out in recent years.

There is a wide range of measures in place to mitigate the effects of the adverse factors which impact on the nominated property. In order to mitigate the fragility deriving from climate change a number of measures have been adopted to improve the stability of the slopes with more accurate geotechnical and hydraulic preparation interventions, careful water regulation and a number of measures within vineyard systems aimed at eliminating runoff and sediment transport phenomena. The phenomenon of increasing temperatures and the presence of periods of increased rain shortage is dealt with through the use of drip irrigation systems and the formation of rainwater reservoirs, able to compensate for the widespread but variable local hydraulic network that is subject to prolonged dry periods in the summer.

As mentioned earlier, the buildings dating from the 1960s and 1970s, which do not harmonize with the landscape, undermine it. It would be desirable if the State Party would intervene actively in order to complete the unfinished constructions in a style and with suitable materials. The conservation of the rural built heritage should be sustained and owners refrain from installing solar roofs in hilly areas, or stricter rules should be set regarding their development (inclined roof edge, state-of-the-art technology).

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ICOMOS considers that the general state of conservation of the property is adequate, and that the conservation measures adopted are generally effective.

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### Management

Management structures and processes, including traditional management processes

The management of the site is primarily linked to the plans and planning processes developed by the local authorities, the *Regione Veneto*, *Provincia di Treviso*, and the fifteen municipalities whose areas fall entirely and partly within the boundaries of the property, as well as the six municipalities located exclusively in the buffer zones.

During the preparation of the nomination dossier, the coordination between all the subjects involved in the management of the nominated property was guaranteed by the "*Associazione Temporanea di scopo "Colline di Conegliano Valdobbiadene"*" (ATS). The ATS brings together and coordinates the main subjects involved in the nomination: the *Consorzio di Tutela del Prosecco superiore Conegliano Valdobbiadene DOCG* as group leader, the *Provincia di Treviso*, the *Camera di Commercio*, the *Intesa Programmatica d'Area Terre Alte della Marca Trevigiana* (the I.P.A. coordinates the various municipalities) and the *Gruppi di Azione Locale Alta Marca Trevigiana* (G.A.L. is a group of stakeholders with social and participatory objectives). The property's governance was assured by the Veneto Region together with the relevant public and private bodies and associations that prepared the nomination. This management system

evolved to a more stable and complete structure designated the "Association for the heritage of the Prosecco hills of Conegliano and Valdobbiadene" which includes all local actors already present in the ATS, in order to manage the nominated property permanently and in coordination with the relevant national bodies (Ministry of Cultural Heritage and Activities and Tourism and Ministry of Agriculture). The statute that will establish and regulate the Association was approved in November 2017. In order to achieve this goal, the Veneto Region has established certain rules to guarantee its participation through a specific Regional Law (N°. 45/2017- dated 29.12.2017). In particular, the article 24 provides a budget and its programming for the period 2018-2020.

ICOMOS considers that an overall management system for the nominated property is in place, constituted by the Association, ensuring coordination between them and the many institutional, professional, associative and private stakeholders.

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

The Management Plan contains the complete panorama of the medium-term management plan, defines the pursuable objectives, the persons involved and monitoring indicators; the plan also identifies the financial resources and the site governance structure. The basic strategic objectives of the Management Plan can be clearly divided into four main goals: maintaining the permanence of research and knowledge; improving the safeguarding of the site; valorising its unique qualities; and doing all that is required not only for the preservation of the site, but also all that is required from a development perspective. The brief and concise Management Plan is based on a thorough SWOT analysis and sets 19 areas of action under seven objectives.

The fields of action are well structured; they indicate the actions to be carried out, define in outline their implementation, the responsibilities, the human and financial resources, the calendar and determine local and global indicators. The main challenges are addressed as part of the management plan and planned areas of action.

In the additional information sent to ICOMOS on 27 February 2018, the State Party indicates that much progress has been made in terms of planned and current actions thanks to a push due to the nomination and to the good use of available financing deriving above all from European structural funds.

The origin of the resources for implementation is clearly indicated in the management plan for the different fields of action, without giving precise figures. The resources thus come from different sources among the actors involved (region, municipalities, companies), but also from sources related to regional development ("*Programma di Sviluppo Rural/Programma di Sviluppo Locale*") and from the European Union, which have greatly contributed to the

financing of activities. The description of the financial situation gives a coherent picture.

Due to its inaccessibility, the region where the nominated property is located is not a major tourist destination. In 2014 the municipalities belonging to the nominated property territory represented only 7% of the visitors and 8% of the overnight stays of the whole *Provincia di Treviso*. There is already some oenological tourism associated with forms of tourism such as hiking and biking, to which the region lends itself in a remarkable way. The tourism strategy is therefore mainly focused on these elements. Regional development projects ("*Programma di Sviluppo Rural / Programma di Sviluppo Locale*") have already been aimed at highlighting cultural assets through gentle tourism - paths for walking and cycling. ICOMOS notes that apart from private dwellings, the central area has little potential for the creation of accommodation. Nevertheless, with the general planning document and the "*Intercomunale Regolamento di Polizia Rural*", the guidelines for a harmonious development exist today.

Involvement of the local communities

Public and private stakeholders were involved in the development of the nomination dossier. With the contribution of all the subjects gathered in the Temporary Association of Purpose (ATS) "*Colline di Conegliano Valdobbiadene*" which was later merged into the "Association for the heritage of the Prosecco hills of Conegliano and Valdobbiadene", the activities of participation and sensitisation aimed at different types of stakeholders (students, citizens, local stakeholders, Non-Governmental Organisations (NGOs), experts, consultants and others) have received new impetus and have continued until today. In the additional information sent to ICOMOS, the State Party provides a summary of the participatory and sensitisation activities carried out to date.

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ICOMOS considers that the management system for the property is adequate, particularly now that the management Association has been set up and that the Authorities have clearly expressed their commitment, by planning for the funding needed for preserving the nominated property in the short and medium term.

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## 6 Monitoring

The property has long benefited from several regular monitoring systems, by various institutions, in the different fields of its traditional management (agriculture, nature, monuments, habitat, etc.) and other institutions currently involved in the nomination of the property. As part of the property's Management Plan, a set of indicators has been defined.

The planned monitoring system has been designed by existing instruments to verify the seven strategic objectives identified in the management plan, and in

whose framework the activities already developed in the area are included. All the indicators are quantitative and relate to mainly chart or statistical public databases, whose structure and whose metadata is known and certified.

ICOMOS considers that the monitoring system should include certain measures to monitor tourism activities, based on a tourist-flow model.

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ICOMOS considers that the monitoring system has been well conceived and structured, although there is a need to identify some additional relevant indicators for the assessment of the state of conservation and the biodiversity of the property, relate them to the current issues of the property, and define an appropriate periodicity of measurement.

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## 7 Conclusions

ICOMOS considers that the primary interesting feature of the *Colline del Prosecco di Conegliano e Valdobbiadene* is its scenic aspects. The vines, sliding down steep slopes, on narrow grassy terraces, their color and texture changing with the seasons, the scattered small settlements and the various structures perched on high points (e.g., small fortresses or towers, chapels, villages or a single rural building), constitute interesting landscape features and express essential qualities of the winemaking region of Prosecco.

The nomination dossier is well-presented with clear and relevant illustrative material. ICOMOS also appreciates the work carried out by the State Party to produce informative and well-prepared additional information.

However, ICOMOS does not consider that a compelling justification for Outstanding Universal Value has been presented; and that the arguments provided via the comparative analysis for the consideration of this property for inscription on the World Heritage List are not justified. The comparative analysis tends to position the *Colline del Prosecco di Conegliano e Valdobbiadene* as unique among its comparators but does not clarify how the property could be seen as exceptional or outstanding, which is the aim of a comparative analysis within a World Heritage context. The augmented comparison does not succeed in demonstrating the specificities of the nominated property that would distinguish it in an exceptional manner from other similar properties inscribed, or not, on the World Heritage List.

ICOMOS considers that the arguments put forward to justify the proposed criteria (iv) and (v) illustrate developments that have occurred in similar ways in several other vineyard cultural landscapes in Italy and throughout Europe, and some elements that are suggested as attributes appear to be better represented in other vineyard landscapes already inscribed on the World Heritage List. As a result, ICOMOS does not consider that

any of the proposed criteria have been justified and that the Outstanding Universal Value of the nominated property has not been demonstrated.

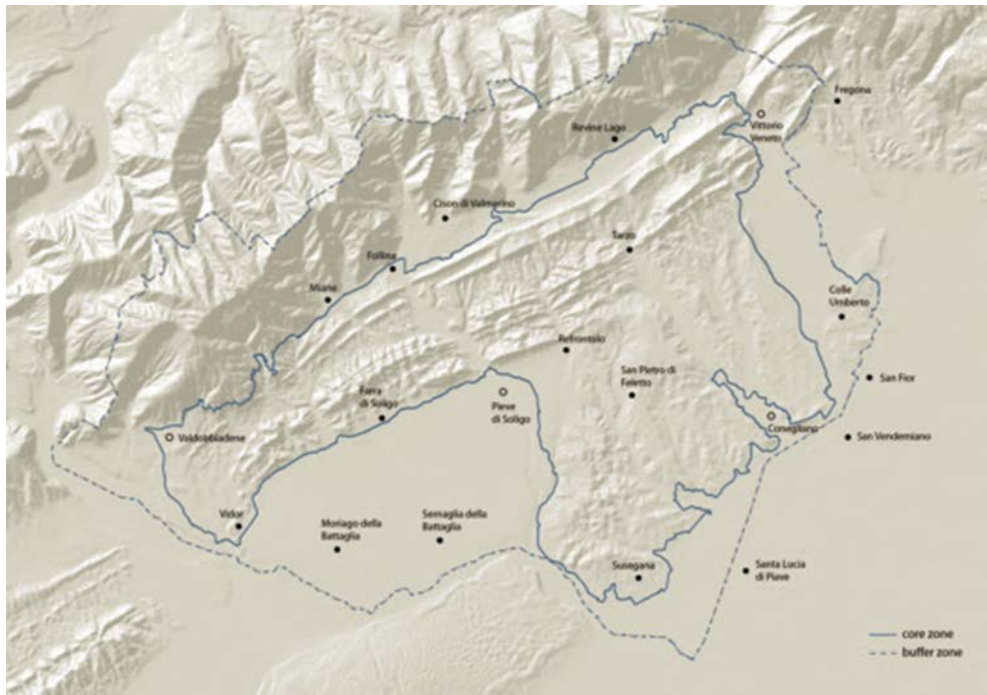
ICOMOS concludes that there is insufficient basis for the inclusion of the *Colline del Prosecco di Conegliano e Valdobbiadene* in the World Heritage List.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that *Le Colline del Prosecco di Conegliano e Valdobbiadene*, Italy, should **not be inscribed** on the World Heritage List.





Map showing the boundaries of the nominated property



San Lorenzo, Credazzo, Farra di Soligo



Vineyards

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## **Roşia Montană Mining Landscape (Romania) No 1552**

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### **Official name as proposed by the State Party**

Roşia Montană Mining Landscape

### **Location**

County of Alba  
Municipalities of Roşia Montană and Abrud  
Romania

### **Brief description**

Roşia Montană is located in the Metalliferous range of the Apuseni Mountains. Evidence of extensive mining activities date to the Roman period, and continued from medieval times to the modern era. Roman galleries are found in four underground localities where miners excavated only the high-grade ore. Later works surround and cross cut the Roman galleries. More recent open cast mining evidence is present, set in an agro-pastoral landscape of the surrounding community that supported the mines in the 18<sup>th</sup> to early 20<sup>th</sup> centuries.

### **Category of property**

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *site*.

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (July 2017) paragraph 47, it is also nominated as a *cultural landscape*.

## **1 Basic data**

### **Included in the Tentative List**

18 February 2016

### **International Assistance from the World Heritage Fund for preparing the Nomination**

None

### **Date received by the World Heritage Centre**

3 March 2017

### **Background**

This is a new nomination.

### **Consultations**

ICOMOS has consulted TICCIH and several independent experts.

Comments about the evaluation of this property were received from IUCN in November 2017. ICOMOS carefully examined this information to arrive at its final decision and its March 2018 recommendation; IUCN also reviewed the presentation of its comments included in this ICOMOS report.

### **Technical Evaluation Mission**

An ICOMOS technical evaluation mission visited the property from 25 to 30 September 2017. Problems with obtaining access to privately controlled lands during the mission limited the amount of the property that could be visited.

### **Additional information received by ICOMOS**

ICOMOS sent a letter to the State Party on 22 September 2017 requesting additional information on the key attributes, proposed Outstanding Universal Value and criteria, ownership and state of conservation of the nominated property. On 30 October 2017, the State Party sent a response including maps depicting the locations of attributes and current land ownership, and a historic map showing surface mining works in 1869. The additional information has been incorporated into the relevant sections below.

On 22 December 2017, ICOMOS sent to the State Party an interim report requesting additional information on the justification for inscription, and protection and management.

A response from the State Party was sent on 28 February 2018 stating that the State Party is unable to provide any additional information due to a pending arbitration involving Roşia Montană before the International Center for Settlement of Investment Disputes.

### **Date of ICOMOS approval of this report**

14 March 2018

## **2 The property**

### **Description**

Located in the Apuseni Mountains of western Romania, Roşia Montană features evidence of gold mining both below and above ground during the Roman period. Four gold bearing massifs are at the centre of the property - Cărníc, Lety, Orlea and Cetate – and all have underground works, while Cărníc and Cetate both have open air mines. Many related archaeological sites are present in the immediate region.

The layout of the Roman mining works has been reconstructed revealing a systematic consistency in the shape and distribution of uniform, highly engineered, workings. There are 7 km of Roman era galleries, but the Roman underground works do not form a single network. Instead they are spread across the four massifs, part of a total of 80 km of galleries that have been recorded at Roşia Montană, dating from the Roman era to modern times. Roman miners were heavily selective of the



highest-grade ores, leaving a resource of profitable value for later miners using different technologies. Most Roman workings are therefore commonly intersected by later workings.

Roman archaeological sites are also present in the property that represent residential areas, temples and necropoli used by the people who lived and worked in the mining landscape.

The Roman mining galleries in Cărnic Massif contain four major technical typologies of mining works: helicoidal staircase galleries, vertical stopes with roofs cut in reverse stairs, pillar-supported stopes, and stepped communication galleries. A hydraulic system was discovered in the Păru Carpeni mine, consisting of a series of four waterwheels to lift water for drainage. Another treadmill powered waterwheel system has been found in the Cătălina Monulești galleries in the Lety Massif.

Orlea Massif has a series of Roman galleries that are open to the public as part of the mining museum. Other Roman galleries at Orlea have been little explored. The Roman works in the Cetate Massif have also been little explored. Two areas of Roman surface mining are present at the Cărnic and Cetate Massifs. Medieval galleries are found in the Văidoaia Massif. Later underground works built a series of galleries in these massifs that cut through and connect many of the Roman mines. The humid conditions of the mines have preserved wooden artifacts including the waterwheels, wood lined drainage channels, and wooden ladders.

Beginning in the early 18<sup>th</sup> century the pace of mining intensified, and a network of header ponds was created with dams to gather water from springs, streams and snow melt for use by the ore processing works. These ponds were repaired and remained in use until the end of this type of traditional mining in the early 20<sup>th</sup> century. A railway built in the mid-19<sup>th</sup> century leads from the mines at Roșia Montană 6 km west to ore processing facilities at Gura Rosiei. Other 19<sup>th</sup> century structures are the headquarters of the mining company, and a complex of several industrial buildings including the entrance and control centre of the mine.

The town of Roșia Montană surrounding the mining headquarters has a building stock that dates primarily from the 18<sup>th</sup> to early 20<sup>th</sup> centuries including several neighbourhoods with vernacular houses. Several small traditional churches with their parish ensembles also exist in the town including those of the Roman Catholic, Unitarian, Greek Catholic and Orthodox faiths. Further afield on the eastern side of the property is the modern village of Corna which has a dispersed pattern. Three other small satellite villages are present on the edges of Roșia Montană; these are Țarina, Balmoșești, and Bliđești. An agro-pastoral landscape surrounds the mining landscape and villages and in some places new vegetation growth has reclaimed the former mining features. The villages, mining works, header ponds and

the pathways that link them form a dense network of landscape features.

### **History and development**

The Metalliferous Range of the Apuseni Mountains is one of the richest gold deposits in Europe. Gold artifacts that date to the Bronze Age have been found nearby suggesting that small scale mining and recovery has a long history in the region. The Romans conquered Dacia in 106 CE and they began underground mining immediately after. The district of Roșia Montană was then known as *Alburnus Maior*. Romans extracted 500 tons of gold during their 166 year rule. A series of wax coated wooden writing tablets have been found in one of the mines. The tablets reveal explicit details of mining organisation, sale and purchase contracts, receipts of loans with interest, and the sale of slaves. The evidence attests that not only Illyrians, but also Greek and Latin migrants were hired to work in the mines and organised in associations such as the *collegia aurariorum* and *societas danistaria*. The period of Roman mining lasted until 271 CE when Dacia was abandoned by the Roman army after fighting with the Goths.

Roman mineral extraction was neither extraordinary nor revolutionary technology, but it was deployed in a systematic manner. Mining was done by hand using iron tools: picks, hammers and chisels. Timbering for support was rarely used in Roșia Montană because the inclined shafts and galleries were small in cross section. Lighting was by rush lamps, and niches in the sidewalls of tunnels are commonly encountered. Many ancient lamps have been recovered. Horizontal galleries were trapezoidal in cross section. Helicoidal staircases and inclined stairway galleries connected the vertical stopes (extraction areas), and ranks of multiple water wheels aided drainage of the shafts.

Processing also followed standard methods of the time. Ore was heated and broken up before being ground into a powder and then the precious metal was concentrated using water and gravity. Combined with lead, the silver-gold mixture was melted and poured into moulds which were then heated further to remove the lead by oxidation. Finally, the gold and silver were parted by using salt cementation, heating the alloy with salt in a closed chamber.

Evidence for gold mining appears again in the 13<sup>th</sup> century in the form of historical references, and these appear sporadically in the written record for the next four centuries. By 1690, the Habsburgs gain possession of Transylvania including the gold mining region of Roșia Montană. Mining activities increased during the reigns of Maria Theresa (1740-1780) and Joseph II (1780-1790) with a mix of improvements sponsored by the state and by private activity. Immigration of miners from Slovakia took place, bringing their expertise. Gunpowder blasting was used to expand the galleries and ore was transported in wagons on wooden rails. At this time, the network of header ponds was also elaborated with the water used to power stamping mills that processed the ore, many of them privately owned. The hydraulic system was also used for dressing the ore, separating the particles of gold

from the matrix. Workings from this time have been archaeologically investigated in the Cărnic Massif. In this era, the first discoveries were made of Roman wax covered wooden tablets that bore legal documents describing transactions, legal issues and the lives of the Roman mining community.

Mining continued under similar conditions during the 19<sup>th</sup> century with many small private family-run mines. The ore railway was built in mid-century and repairs of the network of header ponds continued into the early 20<sup>th</sup> century. Most mining stopped during the First and Second World Wars and all private mining was ended after the Communist takeover in 1948. Mining continued after nationalization, although now with large scale industrial methods both underground and in open cast surface mines. In the 1970's, parts of the Roman works in the Cetate Massif were destroyed by open cast mining. The state mine ceased operations in 2006; its last years of operation were subsidized by the state. Recently, a foreign mining company has attempted to restart mining at Roșia Montană, becoming a major landowner in the area, but it has not been able to gain the needed approvals to proceed.

Additional information received from the State Party on 30 October 2017 pointed out that radiocarbon dates from wooden samples from underground mining works include isolated dates from Late Antiquity (6<sup>th</sup> c. CE), the Middle Ages (late 9<sup>th</sup> - early 11<sup>th</sup> c. and 13<sup>th</sup> c.), Renaissance (16<sup>th</sup> c.), and the "modern" period (18<sup>th</sup> – 19<sup>th</sup> c.), giving an indication that underground mining continued across the centuries. The State Party acknowledges the data gaps in above ground works and points to the potential of discovering further medieval archaeological evidence in future campaigns. Also, the mining company has recently agreed to share their rescue archaeology data for heritage purposes. All features that relate to modern industrial mining activity, i.e. those that postdate 1948, have been excluded from consideration in the nomination.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The State Party structured the comparative analysis to include examples of Roman mining as well as gold mining within Europe. Mining properties that have been inscribed on the World Heritage List and those placed on Tentative Lists were also examined as were other Roman mining properties within Romania and other selected mines.

The property of Las Médulas, Spain (1997, criteria (i), (ii), (iii), and (iv)) has some similarity with Roșia Montană. It was the principal Roman source of gold in the century before the development of Roșia Montană and its decline in production may have contributed to Trajan's decision to invade Dacia for its gold. However, it was a placer deposit and so was worked solely with open cast methods instead of the combination of open cast and underground mining

seen at Roșia Montană. No other inscribed properties have evidence of Roman gold mining.

One other inscribed property represents later gold mining activities in Europe. The Historic Town of Banská Štiavnica and the Technical Monuments in its Vicinity, Slovakia (1993, criteria (iv) and (v)) is noted for its silver and to a lesser extent gold mining from the 15<sup>th</sup> to 19<sup>th</sup> centuries. Banská Štiavnica grew up into a larger urban settlement than Roșia Montană, and during this time its mines operated at a larger scale and saw more technical innovation than those of Roșia Montană. The town hosted the Habsburg Mining Academy and miners and their methods immigrated from Banská Štiavnica to Roșia Montană.

Other worldwide mines and mining landscapes have been considered as well. Tr'ondëk-Klondike (Canada, Tentative List) represents the Yukon gold rush at the end of the 19<sup>th</sup> century. Ancient Lavrion (Greece, Tentative List) represents Hellenic silver mining. Mining Historical Heritage (Spain, Tentative List) is a serial site that includes one component from the Roman era at Tinto and Tharsis Rivers where both precious and base metals were mined. One other comparative site is Tresminas, Portugal, an open pit Roman mining complex that is different in nature from the underground mining works found at Roșia Montană.

Within Romania, only Bucium represents a confirmed Roman mining complex. Bucium is 6 km southeast of Roșia Montană, and is primarily an open cast mine with limited underground works.

In conclusion, ICOMOS considers that the typology of Roman mining works is much more varied at Roșia Montană compared to anywhere else. Helicoidal staircase galleries, vertical stopes with roofs cut in reverse stairs, and pillar-supported stopes are only found at Roșia Montană.

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ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List.

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#### Justification of Outstanding Universal Value

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

- It provides unparalleled evidence of Roman gold mining;
- It illustrates the tradition of mining communities both in Roman times and from the medieval to modern periods;
- It exhibits the technical aspects of Roman mining and the pattern created by the small freeholders of the 18<sup>th</sup> and 19<sup>th</sup> centuries who mined and refined gold with pre-industrial methods;
- The Roman wax tablets found here that are unique sources of legal, socio-economic, demographic and linguistic information pertaining to the Roman era.

ICOMOS considers that aspects of this justification are appropriate because Roşia Montană Mining Landscape contains the most significant, extensive and technically diverse underground Roman gold mining complex currently known in the world. Other aspects of the justification, such as the evidence of later mining have not been sufficiently evaluated at this time. The wax tablets, while a spectacular find, do not constitute a justification for inscription by themselves.

While the State Party has proposed that the property be inscribed as a cultural landscape, ICOMOS considers that only the Roman period mining works and associated archaeological sites have been demonstrated to have a highly significance. Many of the values attached to the cultural landscape (the header ponds, the 18<sup>th</sup> and 19<sup>th</sup> century villages and the agro-pastoral landscape) date to later time periods. Thus, ICOMOS considers that the property is not a cultural landscape.

Since the property is not considered as a cultural landscape, ICOMOS proposes that the name of the property be changed to "Roman Gold Mines of Roşia Montană".

#### **Integrity and authenticity**

##### **Integrity**

The State Party states that the property contains all the necessary attributes to express its Outstanding Universal Value. Both the underground works and the surface landscape represent a palimpsest of works by successive empires and cultures.

ICOMOS considers that all the elements necessary to express the values of the nominated property for the Roman mining period are included within the boundaries of the nominated area. The nominated property is of adequate size to ensure the complete representation of the features and processes which convey the nominated property's significance for this time. A significant proportion of the elements necessary to read and understand the values conveyed are still present and included in the nominated area. Moreover, it comprises an area in which future archaeological research will probably discover a large number of further surface and underground mining, ore processing and settlement structures of the Roman period.

Later works, especially those from the 18<sup>th</sup>, 19<sup>th</sup> and 20<sup>th</sup> centuries intersect the Roman galleries at many places. While the impacts of these later galleries do represent a loss of integrity for the earlier works, they also serve as connection tunnels, allowing access to Roman works that could otherwise have remained inaccessible.

The State Party notes that there have been two recent detrimental impacts to integrity. In 1971, opencast mining by the state company destroyed the "Fortress" on Cetate Massif, a series of Roman era openworks. In 2004, over 250 properties in the Corna valley were demolished in

preparation for the resumption of opencast mining activity. Despite this loss, significant 18<sup>th</sup> and 19<sup>th</sup> century structures remain in the Corna valley. Threats remain to the state of conservation to many of the property's standing structures.

The proposal to resume opencast mining represents a serious threat to the integrity of the property. A resumption of mining at the scale that has been proposed would transform the region, creating four new open cast mines, and a tailings pond that would drown the Corna valley. Only a small portion of the Roman mining galleries would be preserved in the immediate area of the town of Roşia Montană. The majority of the Roman remains described in the nomination dossier would be destroyed.

ICOMOS notes that the decommissioning and removal of the tracks of the ore railway in 2006 also represent a loss of integrity.

##### **Authenticity**

The nominated property contains attributes that are high in authenticity in terms of the location and the form and materials of surviving historic features, with a clear sense of how, when and by whom mining shaped the land. In terms of knowledge, epigraphic and documentary evidence combined with a decade of intensive systematic archaeological investigation has provided a major contribution to the understanding of Roman mining techniques and organisation.

ICOMOS notes that there is considerable potential for future research and for new discoveries related to many periods of the region's mining history.

ICOMOS notes with concern the proposal to restart large scale mining at Roşia Montană. If implemented as proposed, the new mines would have a severe effect upon the property and so its authenticity is considered to be vulnerable.

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ICOMOS considers that the conditions of integrity and authenticity have been met for the remains that relate to mining in the Roman period, but are highly vulnerable.

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#### **Criteria under which inscription is proposed**

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

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion is justified by the State Party on the grounds that it contains the world's pre-eminent example of an underground Roman gold mine and further, demonstrates over 2,000 years of subsequent exploitation and continuous settlement.

ICOMOS considers that there is exceptional evidence for mining in the Roman era and some evidence for the period from the 13<sup>th</sup> century to the early 20<sup>th</sup> century. There is a gap in evidence presented in the dossier from the end of Roman mining to the 13<sup>th</sup> century. Additional information noted above from radiocarbon dates has begun to fill some of that time gap although the total picture of later mining is much less understood than that of the Roman period.

ICOMOS considers that Roman workings demonstrate an interchange of values through innovative techniques developed by skilled migrant Illyrian-Dalmatian miners to exploit gold in ways that suited the technical nature of the deposit. A decade of professional underground archaeological campaigns, demonstrate a fusion of imported Roman mining technology with locally developed techniques, unknown elsewhere from such an early era. Roman underground mining works exist in four massifs, Cărnic, Lety, Orlea and Cetate. Multiple chambers that housed treadmill-operated water-dipping wheels for drainage represent a technique likely routed from Hispania to the Balkans, whilst perfectly carved trapezoidal-section galleries, helicoidal shafts, inclined communication galleries with stairways cut into the bedrock, and vertical extraction areas (stopes) superimposed above one another with the roof carved out in steps, are in a combination so specific to Roșia Montană that they likely represent pioneering aspects in the technical history of mining.

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ICOMOS considers that this criterion has been justified in relation to the Roman remains only.

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

This criterion is justified by the State Party on the grounds that it embodies the cultural tradition of one of the oldest documented mining communities in Europe, anciently founded by the Romans and which survived under influences of successive socio-technical and organisational systems whilst gradually waning until its final disappearance at the beginning of the 21<sup>st</sup> century.

ICOMOS considers that it is an overstatement to imply that Roșia Montană was one continuously occupied community.

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ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that it is testimony to the long history of gold exploitation in the Carpathian precious metals province of the *Golden Quadrilateral*, from the Roman era to the 21<sup>st</sup> century.

ICOMOS considers that Roșia Montană exhibits an exceptional ensemble of Roman underground and aboveground mining works and associated Roman era archaeological sites.

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ICOMOS considers that this criterion has been justified in relation to the Roman remains only.

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

This criterion is justified by the State Party on the grounds that the Roman wax-coated wooden tablets (*tabulae ceratae*) of *Alburnus Maior* represent a significant source for the interpretation of Roman law and on the law of obligations, which had a significant impact on the German Civil Code, subsequently forming the basis for similar regulations in other countries.

ICOMOS considers that the *tabulae ceratae* are excellent written sources regarding Roman law and economy, but that they in themselves do not justify inscription on the World Heritage List.

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ICOMOS considers that this criterion has not been justified.

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ICOMOS considers that criteria (ii) and (iv) have been met for the remains related to Roman evidence of mining. The conditions of authenticity and integrity have been met but are highly vulnerable.

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#### **Description of the attributes**

Roman underground mining works exist in four massifs, Cărnic, Lety, Orlea and Cetate. Specific attributes include trapezoidal tunnels, helicoidal stairways, inclined stairway communication passages and pillar supported stopes. Two waterwheel drainage features have been found in the Cărnic and Lety Massifs. Roman opencast mining evidence is still present at Cărnic and Cetate Massifs.

A series of surface archaeological sites that date to the Roman era have also been found at Hăbad Sacred Area (temple), Găuri (habitation), Hăbad (habitation), Tăul Țapului (habitation), Hop (necropolis), Nanului Valley Sacred Space (temples, necropolis), Carpeni Zone (habitation, possibly a temple and a necropolis), Jig-Piciorag Area (ore processing and necropolis), Țarina (necropolis), Pârâul Porcului - Tăul Secuilor (necropolis), Tăul Cornei - Corna Sat Zone (necropolis), Balmoșești - Islaz Area (Roman features, possibly earlier Bronze Age features as well).

## 4 Factors affecting the property

The main development pressure is the plan for continued gold and silver mining at Roşia Montană. The proponent is the Roşia Montană Gold Corporation (RMGC), established in 1997 and in the ownership of Gabriel Resources Ltd (80.69%) and the State mining company Minvest Roşia Montană S.A (19.31%). The development plan envisions four large open cast mines (Cetate pit, Orlea pit, Cirmic pit, Jig pit), two large waste dumps and a large tailing pond in the Corna valley. The result of a realisation of this plan would be the destruction of a major part of the nominated property leaving only a small historic "island" of built heritage and some underground Roman mining works at Roşia Montană. RMGC has attempted to obtain an archaeological discharge to allow mining in some of the areas with historic underground works, but it has been blocked by the Romanian courts.

The mining company has been systematically buying houses and encouraging residents to move away with the result that the population of the municipality has fallen from 3,800 in 2002 to under 1,000 today. As a result, many buildings are empty and the state of conservation of many is fair to poor and declining. This is in addition to the losses noted elsewhere in the nominated property due to the actions of the mining company.

Additional information received from the State Party on 30 October 2017 provides more detail about the demolished houses, their locations and heritage potential. The only houses that have been demolished in the historic centre of the town (the protected area) were in very poor condition, essentially ruins. Of the roughly 200 demolished homesteads in other parts of the property, most dated to the 20<sup>th</sup> century. Very few were notable.

There is very little tourism and visitor facilities are very limited at present.

There is no seismic threat to the region. Nevertheless, the dams that have created the header ponds could pose a long term risk of decay or collapse if they are not regularly inspected and maintained.

IUCN notes that the header ponds are wetland habitats and host rare aquatic plants that require acidic conditions. Mires and grasslands are other semi-natural habitats within the property that can host rare species.

The former mines are a source of water pollution. The main drainage adit that flows into the Roşia River shows traces of iron oxide leaching out of the mine. There is a water treatment plant, but it appears to be inoperative.

ICOMOS recommends that the water treatment plant be activated to reduce the pollutants flowing out of the main adit into the Roşia River.

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ICOMOS considers that the main threat to the property is the potential resumption of large scale gold mining.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

ICOMOS proposes that the boundaries of the nominated area be amended in order to exclude the modern part of the property, which does not include Roman remains.

The small buffer zone around the nominated property, especially at the back sides of the mountain ridges, is considered sufficient to protect the underground and surface Roman archaeological remains. There is no view from the boundary of the property or its buffer zone to the large open pit mine (*Cariera Roşia Poieni*) which is to the east of the property.

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ICOMOS considers that the boundaries of the nominated property and of its buffer zone are appropriate with the exclusion of the modern part of the property, which does not include Roman remains.

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### Ownership

It is estimated that the Municipality of Roşia Montană together with the State mining company Minvest S.A. owns around 45% of the land within the nominated property, the Roşia Montană Gold Corporation around 30%. The rest is held by individual owners, associations of owners, and organisations (churches).

Additional information received from the State Party on 30 October 2017 indicates that all underground mining fields are in the public property of the State and currently they are part of the mining concession that was granted to Roşia Montană Gold Corporation in 1999 with a duration of 20 years. Public property in Romania is inalienable.

ICOMOS recommends that immediate action should be undertaken to stop the further decay of the built heritage within the property.

### Protection

The entire Municipality of Roşia Montană is designated under the *Law for the approval of the National Spatial Development Plan* – Section III, Protected areas (L. 5/2000), which enables comprehensive zoning and planning, and by the *Law for the protection of historic monuments* (L. 422/2001) which protects historic monuments of exceptional national value (urban ensembles [e.g. the historic centre], industrial architecture [e.g. the Roman gold mining galleries] and monuments of vernacular architecture/village dwellings [e.g. houses from the 18<sup>th</sup> and 19<sup>th</sup> centuries]). Currently, 50 specific places within the nominated property are protected by this law and 18 more are in the process of being listed.

ICOMOS recommends that the heritage listing process of the built heritage as well as of the landscape features (e.g. ponds) should be completed.

ICOMOS notes that while planning controls have been enabled, specific zoning by the local council (a General Urban Plan) is still in the process of being enacted.

During its meeting with ICOMOS in November 2017, the State Party indicated that development of the zoning plan (Zonal Urban Plan) and planning regulation (General Urban Plan) have been lifted from the municipal to the national level and these last pieces of the protection regime will be completed in the next 18 months. ICOMOS considers that it would be necessary that the State Party inform the World Heritage Centre of the implementation of the protection regime when completed. At present, the effectiveness of protection measures cannot be evaluated because the land use planning system is not yet complete.

ICOMOS recommends that a General Urban Plan and Urban Zonal Plan be enacted for the successful implementation of the management plan.

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ICOMOS considers that the legal protection in place will be completed when General Urban Plan and Urban Zonal Plan would have been enacted.

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### **Conservation**

Between 1999 and 2013, extensive archaeological research programmes financed by the mining company were undertaken in the nominated property. This has led to the documentation of numerous underground and surface archaeological sites, especially from Roman times, and the discovery and physical preservation of more than 10,000 artifacts that are now preserved in several public and private museums. For example, 6,864 objects are in the National History Museum, Bucharest and 5,385 objects are held by the mining company. Additional information received from the State Party on 30 October 2017 indicates that processing, analysis and reporting of the finds made during the rescue archaeology investigations are planned for but are yet to be completed.

Since 2012, research on a less intensive scale has been undertaken by the National Heritage Institute (Alburnus Maior archaeological research programme) and by Non-Governmental Organisation's and professional bodies based in Bucharest and Cluj-Napoca (e.g. the Architecture Restoration Archaeology Association (ARA), Pro Patrimonio Foundation, the Romanian Chamber of Architects, ICOMOS Romania, Romanian Academy, and Cultural Foundation Roşia Montană).

Research, recording and inventories have concentrated on the Roman era with lesser attention having been paid to the early industrial period (18<sup>th</sup>/19<sup>th</sup> century). A few small scale family owned ore dressing and smelting operations from the 18<sup>th</sup>/19<sup>th</sup> centuries have been preserved in residential houses of the mining settlement.

Additional information received from the State Party on 30 October 2017 describes avenues of planned research including the processing and analysis of artifacts retrieved during the 2000-2006 campaigns, archival work in Vienna, in Banská Štiavnica (Slovakia) and elsewhere that targets records from the 18<sup>th</sup> and 19<sup>th</sup> centuries. A LIDAR survey of the entire property is also planned.

The present state of conservation of the underground Roman mining works is variable; some areas are in very good condition, others appear to be flooded, while others have not been considered safe to enter. Roman surface archaeological sites and features are generally in fair to poor condition and many need conservation work. A temporary shelter has been built to cover the circular funerary structure at the Hop necropolis.

The Strategy for Culture and National Heritage 2016-2022 (2016) undertaken by the Ministry of Culture includes the provision of appropriate conservation measures to preserve the property's values, authenticity and integrity, but as long as no General Urban Plan, conservation or management plan exists for the nominated property, no regular maintenance and finances for conservation are provided for this work.

Additional information indicates that the NGOs noted above have restored more than 50 historic buildings in recent years with more work planned in the future. In addition, the National Restoration Programme funded by the state budget has selected three buildings for restoration work and planning for this is underway. These three buildings are the Greek-Catholic Church and its Parish House, and the Calvinist Parish House.

ICOMOS recommends that wider measures be undertaken for the conservation of the property, especially its built heritage, and landscape features such as the header ponds.

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ICOMOS considers that while serious conservation challenges are present at this nominated property, the State Party should concentrate its immediate efforts on ensuring the long term protection of the property and its Roman attributes. ICOMOS strongly recommends that a conservation program for Roman remains should be implemented.

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### **Management**

Management structures and processes, including traditional management processes

The National Institute of Heritage (INP) is responsible for World Heritage Sites in Romania and it has a team in place who are responsible for monitoring the property. Locally, the county office of the Ministry of Culture as well as the Government Technical Assistance Unit (UGAT), with the scientific cooperation of INP, are to provide assistance to local initiatives for conservation and restoration as well as for new private or public interventions and infrastructure works in order to ensure

their integrated approach and compatibility with the authenticity and integrity requirements.

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

No management plan existed for the nominated property and its buffer zone at the time that the nomination dossier was written. In July 2017, a team at the National Institute of Heritage in Bucharest began work on a management plan. A first draft version was presented by this team to the ICOMOS Mission Expert. The plan will cover topics like protection and management, conservation, opportunities and threats, as well as strategic policies. It also will include an Action Plan, a Plan of Governance and a Plan of Monitoring. The completion of a first version of the management plan was expected in the beginning of 2018. No update to the management planning process had been received by 28 February 2018.

ICOMOS notes that based on the nomination dossier, it is not clear who will be responsible for administering the property. No staffing levels nor annual budget amounts are indicated.

ICOMOS recommends that a management plan including a conservation plan and a tourism management strategy be implemented. ICOMOS also recommends that the State Party encompass the necessary staff and financial resources for the implementation of the management plan.

The scientific interpretation and presentation of the property is fostered by universities (e.g. Babeş-Bolyai University, Cluj Napoca), the Romanian Academy, the Cultural Foundation Roşia Montană, the National Museum of History of Romania, ICOMOS Romania, the National Commissions of Archaeology and Historical Monuments as well as by foreign archaeological and heritage experts. Numerous scientific and other publications have presented the Roşia Montană mining landscape. Local public presentation is made in the Mining Museum at Roşia Montană, although only at a very basic scientific, didactic and design level.

ICOMOS recommends that local interpretation and presentation of the nominated property should be improved, especially at the mining museum.

Tourism planning is at present very limited. The main tourist attraction is the Mining Museum at Roşia Montană, at present owned by the mining company. During recent years only the independent activities of NGO's and some residents (e.g. the annual Fan Fest, Gold Trail, Adopt a House) have attracted larger numbers of visitors from the region and from abroad to Roşia Montană. Nevertheless, first steps towards tourism development in the region have been taken by the local NGO's and residents.

ICOMOS recommends that a management tourism strategy be integrated into the management plan.

Involvement of the local communities

A diverse range of heritage related activities have been undertaken by the local community, although some programs such as Adopt a House, focus on more recent standing structures rather than Roman era remains. Given the drop in population of the municipality in recent years, special effort should be made to involve local residents in the development of the management plan and the operation of the site. As well, the polluted water flowing out of the main adit affects the quality of life of local residents and this should be addressed.

ICOMOS considers that better involvement of all stake holders in the development and implementation of the management plan is necessary.

ICOMOS recommends that an inspection and maintenance plan for the header ponds should be included in the management plan to ensure their long term stability.

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ICOMOS recommends that the management plan be completed and implemented. It should be developed to include an internationally supported conservation strategy, a tourism strategy to improve visitor management and interpretation and presentation of the site and the necessary staff and financial resources for its implementation.

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## 6 Monitoring

The nomination dossier indicates that a monitoring regime will be created as part of the management plan. The technical mission reports that a first monitoring mission to Roşia Montană was done by the INP management planning team in summer 2017. Due to the complicated ownership situation, this monitoring mission could only be realized for the aboveground heritage and not for the underground heritage. Five key indicators for monitoring are envisaged, including 1) archaeological and built immovable heritage, 2) surface and underground mining works, 3) the landscape character, 4) flora and fauna, and 5) geology and water systems.

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ICOMOS considers that the monitoring programme for the property should be implemented.

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## 7 Conclusions

ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List; that the nominated property meets criteria (ii) and (iv) for the quality of its Roman attributes. The conditions of integrity and authenticity are both considered to be highly vulnerable.

While the State Party has proposed that the property be inscribed as a cultural landscape, ICOMOS considers that only the Roman period mining works and associated

archaeological sites have been demonstrated to have a highly significance. Many of the values attached to the cultural landscape (the header ponds, the 18<sup>th</sup> and 19<sup>th</sup> century villages and the agro-pastoral landscape) date to later time periods. Thus, ICOMOS considers that the property is not a cultural landscape.

Since the property is not considered as a cultural landscape, ICOMOS proposes that the name of the property be changed to “Roman Gold Mines of Roşia Montană”.

ICOMOS considers that the boundaries of the nominated property and of its buffer zone are appropriate with the exclusion of the modern part of the property, which does not include Roman remains.

The main threat to the property remains the intention of the mining company to resume large scale mining. The actions that it is taking towards this end have limited efforts by the State Party and other actors to protect, conserve and promote the property. The legal protection in place will be completed when General Urban Plan and Zonal Urban plan will be enacted. The management plan is still in its final stages of preparation.

Given that some interests wish to see a continuation of large scale industrial gold mining, that an arbitration related to this property is currently underway at the International Center for Settlement of Investment Disputes, and that the ongoing arbitration limits the actions of the State Party, ICOMOS considers that an ascertained threat exists towards the integrity of the property, in accordance with the paragraph 179 of the *Operational Guidelines*. Indeed, the property is faced with specific and proven imminent danger, which could lead to significant loss of historical authenticity and of cultural significance. Therefore, ICOMOS considers that Roşia Montană should be inscribed under criteria (ii) and (iv) and at the same time be inscribed on the List of World Heritage in Danger. This should be seen as a way to ensure that the attributes are not impacted by the resumption of mining, that resources are mobilised to address the conservation problems, and that the protection, management and monitoring regimes for the property are completed and implemented.

ICOMOS notes that a desired state of conservation for Roşia Montană must include provisions to end the threats facing the property as regards the resuming of the mining activity and measures to improve the conservation of the Roman gold mines. The inscription on the World Heritage List in Danger would also be the opportunity to draw the attention of the international community on the protection of the property and aim to improve the well-being of its residents.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the Roşia Montană Mining Landscape, Romania, be inscribed on the World Heritage List on the basis of **criteria (ii) and (iv)** and at the same time that the property be inscribed on the List of World Heritage in Danger.

ICOMOS recommends that a reactive monitoring mission to the property establish a desired state of conservation and program of corrective measures to remove the property from the List of World Heritage in Danger.

### Recommended Statement of Outstanding Universal Value

#### Brief Synthesis

Roşia Montană Mining Landscape contains the most significant, extensive and technically diverse underground Roman gold mining complex currently known in the world, dating from the Roman occupation of Dacia (106-271 CE). Roşia Montană is situated in a natural amphitheatre of massifs and radiating valleys in the Metalliferous range of the Apuseni Mountains, located in the historical region of Transylvania in the central part of Romania.

Roman gold mining occurred within four small mountains (Cărnic, Lety, Orlea and Cetate) that visually dominate the landscape of Roşia Montană, itself surrounded on three sides by dividing ridges and peaks. Roman archaeology at surface is prolific and pervasive, comprising ore-processing areas, living quarters, administrative buildings, sacred areas and necropolises, some with funerary buildings with complex architecture, all set in relation to over 7 km of ancient underground workings that have been discovered to date.

**Criterion (ii):** Roşia Montană Mining Landscape contains the world's pre-eminent example of underground Roman gold mining and demonstrates an interchange of values through innovative techniques developed by skilled migrant Illyrian-Dalmatian miners to exploit gold in ways that suited the technical nature of the deposit. Multiple chambers that housed treadmill-operated water-dipping wheels for drainage represent a technique likely routed from Hispania to the Balkans, whilst perfectly carved trapezoidal-section galleries, helicoidal shafts, inclined communication galleries with stairways cut into the bedrock, and vertical extraction areas (stopes) superimposed above one another with the roof carved out in steps, are in a combination so specific to Roşia Montană that they likely represent pioneering aspects in the technical history of mining.

**Criterion (iv):** Roşia Montană Mining Landscape illustrates the strategic control and vigorous development of precious metals' mining by the Roman Empire, essential for its longevity and military power. Following the decline of mining in *Hispania*, Roşia Montană located in



*Aurariae Dacicae* (Roman Dacia) was the only significant new source of gold and silver for the Roman Empire, among the likely key motivations for Trajan's conquest.

#### Integrity

Roşia Montană contains all the elements necessary to express the values of the property for the Roman mining period. The property is of adequate size to ensure the complete representation of the features and processes which convey its significance. Moreover, the property comprises an area in which future archaeological research will probably discover a large number of further surface and underground mining, ore processing and settlement sites of the Roman period. However, the current mining proposal means that the integrity of the property is highly vulnerable.

#### Authenticity

The property contains attributes that are high in authenticity in terms of the location and the form and materials of surviving historic features, with a clear sense of how, when and by whom mining shaped the land. In terms of knowledge, epigraphic and documentary evidence combined with a decade of intensive systematic archaeological investigation has provided a major contribution to the understanding of Roman mining techniques and organisation. There is considerable potential for future research and for new discoveries related to many periods of the region's mining history. However, the current mining proposal means that the authenticity of the property is highly vulnerable.

#### Management and protection requirements

The protection of Roşia Montană is granted by listing, especially with the Law for the protection of historic monuments. Under this protection framework, the responsibilities fall with the municipality, in respect to the protection through urban planning measures, for which specific zoning regulations are in the process of being enacted, and with the respective owners when it comes to listed properties. The management plan for the property is being finalized by the National Institute of Heritage who is also responsible for the monitoring of the property. The management plan should be developed to encompass an internationally supported conservation strategy and a tourism strategy should be implemented.

#### Additional recommendations

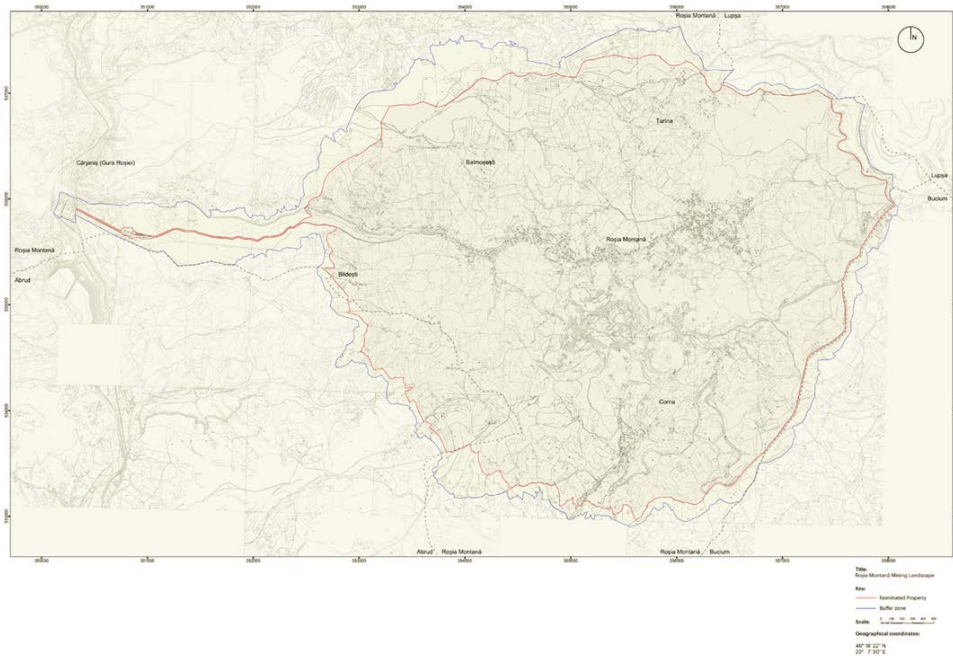
ICOMOS additionally recommends that the State Party give urgent consideration to the following:

- a) Enacting and implementing the protective measures for the property, that is to say the General Urban Plan and Urban Zonal Plan,
- b) Submitting and implementing the management plan of the property, and develop it to:
  - o include an internationally supported conservation strategy for the Roman remains,

- o include a management tourism strategy, to improve visitor management and interpretation and presentation of the site,
  - o improve the involvement of the stakeholders into the management of the property,
  - o encompass the necessary staff and financial resources for its implementation,
  - o an inspection and maintenance plan for the header ponds to ensure their long term stability,
- c) Implement the monitoring programme for the property,
  - d) Submitting to the World Heritage Centre by 1 December 2018 a report on the implementation of the above-mentioned recommendations for examination by the World Heritage Committee at its 43<sup>rd</sup> session in 2019;

ICOMOS encourages international cooperation to support the protection and conservation of the property.

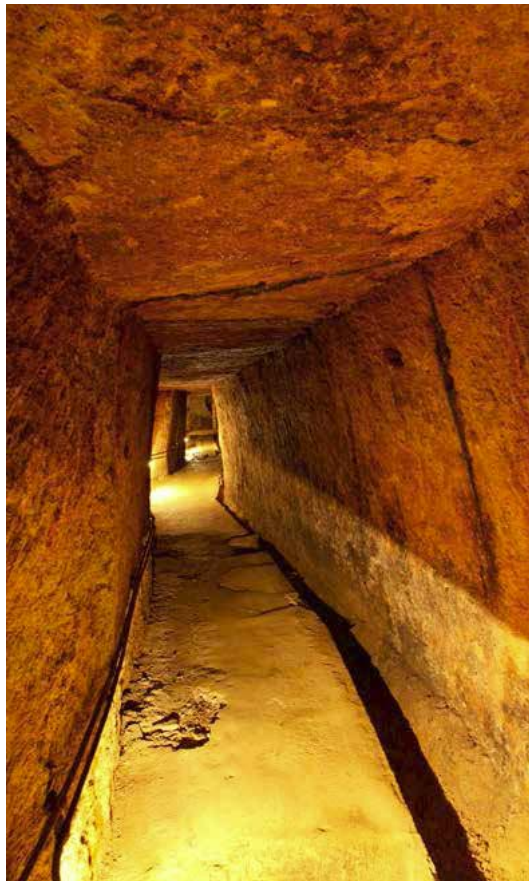
Moreover, ICOMOS recommends that the name of the property be modified to become: "Roman Gold Mines of Roşia Montană".



Map showing the boundaries of the nominated property



View of Tăul Mare, Roșia Montană



Roman mining gallery in Orlea Massif

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# The Caliphate City of Medina Azahara (Spain) No 1560

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## Official name as proposed by the State Party

The Caliphate City of Medina Azahara

## Location

Autonomous Community of Andalusia

Province of Cordoba

Spain

## Brief description

The Caliphate City of Medina Azahara is an archaeological site of a city built in the mid-10<sup>th</sup> century CE by the western Umayyad dynasty as the seat of the Caliphate of Cordoba. The city flourished for a short while but was then destroyed, and the archaeological remains lay hidden for nearly 1,000 years until rediscovered in the early 20<sup>th</sup> century CE. The site is considered to be the only surviving example of this kind of city in Europe and, from that historical period, in the whole of Islamic Mediterranean culture.

The site is a complete urban complex including infrastructure, buildings, decoration and objects of daily use, and provides in-depth knowledge about the material culture of the Islamic civilization of Al-Andalus at the zenith of its splendour but which has now disappeared. In addition, the landscape features which influenced the city's location are conserved.

## Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *site*.

## 1 Basic data

### Included in the Tentative List

27 January 2015

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

26 January 2017

## Background

This is a new nomination.

## Consultations

ICOMOS has consulted several independent experts.

## Technical Evaluation Mission

An ICOMOS Technical Evaluation mission visited the property from 25 to 29 September 2017.

## Additional information received by ICOMOS

An ICOMOS Interim Report was provided to the State Party on 22 December 2017 requesting further information regarding the name of the property, the history of the Caliphate City, the buffer zone, protection, conservation, management and involvement of local communities.

The State Party provided ICOMOS with the additional information on 14 February 2018 and this information has been considered in the relevant sections below.

## Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

The ruined city of Medina Azahara is located in the Province of Cordoba, in the Autonomous Community of Andalusia. It was built in two stages. In the first period, during the decade 940-950 CE, a *Qasr* (fortified palace) was built as a palatial residence on a series of terraces sloping down over the contours of the mountain. Next to this, lower down on the plain of the Guadalquivir valley, the Great Mosque was built to serve as a focal point for the growing local population along the road to Cordoba. In the second stage, a decade later, the complex was radically redesigned. In this stage, the aim was to integrate the fortified palace and the city itself into the plan of a single geometric unit surrounded by a city wall with towers. This wall formed a rectangle with its longer sides running east-west (1500 metres) and the shorter sides north-south (750 metres), with the Caliph's throne room right in the geometric centre.

To date about 12 hectares, only 10% of the urban area, have been excavated, and this is mainly limited to the central area of the fortified palace and the Great Mosque. In 2007-2008, the excavations were extended to include a section of the southern wall, where another, smaller mosque was unearthed. The detailed knowledge is therefore limited to a comparatively small excavated area, while in the remaining area, mere traces of the buildings remain, seen in the irregularities of the land and only easily detectable on aerial photographs.

The knowledge of the urban structure of Medina Azahara is therefore very schematic but within the walled enclosure the organization of the city into three parallel strips running from north to south can clearly be seen.

The central strip corresponds to the fortified palace, situated on one of the highest levels, with its buildings arranged in terraces down the mountainside. In front of this, to the south, there is a large area without traces of any building work, which seems to have been an open area intended to give access from the medina (old town

centre) to the countryside of the Guadalquivir valley. In this area free of buildings, literary sources indicate the presence of amenities such as a zoo.

The eastern fringe constituted the medina itself, with two urbanized areas built on different designs, and separated by a stream.

The smaller western fringe seems to have been occupied mainly by buildings belonging to the Caliphate state, along with a small area of workers' houses.

Little is known about these two rows of buildings, to the east and west of the fortified palace, as no excavation work has yet been undertaken. The only buildings which can easily be identified are the mosques, due to their characteristic orientation. In addition to the Great Mosque, excavated in the 1960s, there are two others on the western flank and another on the eastern fringe which has been recently excavated. In addition, there is an interesting series of structures located in the southwest corner of the walled enclosure, which were probably manufacturing or military installations belonging to the state.

The fortified palace extends over different levels of terraces and is the best understood structure on the site. The buildings are concentrated on the first three levels, on the next two levels are the gardens, while on the lower level there is a series of open spaces which allow the upper levels to have a view and for them to be seen easily from below. Connection of the different levels is achieved by a network of streets built at the end of each terrace, with vaulted paths which served a double function, as both dividing and containment walls between the different levels. A complex infrastructure of water supply and sewers was also built to serve the buildings.

After the rebuilding work which took place in the decade of the 950s CE, the area of the fortified palace was organized into two main functional areas: the eastern area, containing the reception halls and state representation rooms, and the western area, which was more private, with working areas and living quarters.

However, the buildings were not divided rigidly into these two functions, as there are some residential buildings situated in the eastern representative area, as well as some buildings for official use in the private western area.

What is most impressive about the representative area is the presence of large open spaces, presided over by large state buildings on their northern side. The entire complex is divided into two levels: the upper one contains the administrative and reception areas and the lower level contains the throne room with its garden.

As for the palace's residential area, only the eastern sector has been excavated. It is also built on terraces of different levels. The upper level was where the Caliph's house stood, dominating a wide panorama.

The other buildings were distributed at various levels, with large gardens on the lowest level, which was known as the Lower Gardens. The different buildings in this area were arranged around courtyards with two very different types of building: on the one hand, the palace residence of the Caliph and his important dignitaries, built on a monumental scale, and on the other, the buildings intended for their servants, which were of a lowly style.

The site of Medina Azahara forms an entire city which preserves evidence of a rich variety of buildings. They bear witness to a complex urban life from the short historical period in which it flourished, the 10<sup>th</sup> century CE. Buildings excavated so far correspond to the area of the palace.

To construct the buildings on different terraces, the mountainside had to be specially prepared. The bare rock was cut and the foundations filled in with the resulting stone blocks to create a wall, and then on the outside, the foundations were filled in and supported by thick retaining walls.

All the buildings were built with the calcarenite limestone blocks, or ashlar, arranged in the system of lengthways and side-on binding, both in the thicker perimeter walls and in the internal dividing walls. The basic system was to alternate one lengthways block with two or three blocks side-on, while ensuring that as each successive row was laid, a lengthways block covered the side-on blocks, and vice versa. This, together with their relative thickness gave the walls great strength – the blocks used in the internal dividing walls usually have a minimum thickness of 0.94 metres. This construction system was also used in the large retaining walls of the terraces.

Paradoxically, the strength of this building system, which reflected the imperial might of the Umayyad Caliphate, was not visible to the eye, since the vast majority of the walls of the buildings, both exterior and interior, were rendered with a layer of plaster made from mortar of lime and sand, and painted white with a red ochre band below. This served as an effective way of protecting the walls against the elements. Some traces of these renderings survive.

In addition, the most important buildings, mainly those public and private buildings used by the Caliph and the crown prince, were covered wholly or partly by another layer of decorative stone, which was richly carved in relief. The best example of these exceptional buildings is the Hall of Abd-al-Rahman III (*Salón Rico*).

One of the reasons that may have led to the founding of the city of Medina Azahara in this particular location was the place's exceptionally scenic qualities, where the fertile plain of the Guadalquivir valley meets the Mediterranean forest on the foothills of the Sierra Morena mountain range. This particular outcrop of the mountain range gives an outstanding panoramic view of the surrounding countryside, and the city is clearly visible from the plain.

In addition to these landscape qualities, the city was surrounded by a complex network of infrastructure which provided key services: there were roads, bridges and aqueducts, as well as different *munya* (country villas belonging to the nobility) which were built around the same period.

The boundaries of the buffer zone are based on the officially declared Site of Cultural Interest (BIC) and the Special Protection Plan, which are clearly visible from the city, and the location of a number of culturally significant landmarks have also been taken into account along with private properties boundaries.

The buffer zone starts with the remains of two well-known country villas: that of Al-Rummaniyya, situated about 2 kms west of Medina Azahara, and Turruñuelos, a country villa or state building located about 4 kms to the east, close by the main quarries which supplied the stone for buildings during the Caliphate period. The northern boundary has been set at the line of mountain peaks at the top of the valley, while the southern edge is marked by an old road that runs parallel to the river 1.5 kms below the city wall. A series of 18<sup>th</sup> century perimeter fences mark the former royal stud farm which stood here between the 16<sup>th</sup> and the 19<sup>th</sup> centuries CE, occupying the area of the Caliphate city and its surroundings.

This road, called the *Cañada Real* (Royal Cattle Track) in the late Middle Ages, occupies a wide swath of public land with a minimum width of 73 metres. Currently the main road leading to Cordoba takes up most of this, and the land to the sides of the road still affords splendid views of Medina Azahara. Some of this public land has been recently encroached by uncontrolled urban development.

### History and development

Medina Azahara was a new city built in open country from 940 CE to become the seat of the Umayyad caliphate of Al-Andalus. This new development about 10 kms west of Cordoba was undertaken by Abd-al-Rahman III, the first sovereign to take the title of caliph in Al-Andalus. Until that time, Cordoba has been the capital of the Umayyad emirs.

The city was called Madīnat al-Zahrā' when it was established. The current name is Medina Azahara.

In a highly symbolic way, the building of Medina Azahara was part of a political, economic and ideological program to assert the new status of Abd-al-Rahman III, set against a backdrop of rival Mediterranean powers. The new city was named 'the bright one' and incorporated a complex palatial protocol designed to assert the power of the Umayyad state.

The relationship between the Caliphate City of Medina Azahara and the Caliphate of Cordoba is important to understand. The Medina Azahara was founded by Abd-al-Rahman III who announced himself as caliph and marked his power by establishing a new capital a short distance west of the Caliphate city of Cordoba. The role

of Medina Azahara was not the result of moving from the former seat of Cordoba that was therefore abandoned. Rather, it was designed as a compliment to Cordoba, and to increase the splendour of this new setting, which was intended to manifest the greatness of the new caliph.

All available means were mobilized to create a worthy capital. Its 112 hectares was set within a rectangular enclosure in the foothills of Sierra Morena. The city was divided into three large terraces occupied by gardens, private homes, public buildings and military and domestic quarters. The design was carefully crafted including use of the topography and the implementation of a subtle hierarchy between buildings.

The establishment of the city in a previously undeveloped area necessitated the creation of a network of infrastructure. Important elements survive such as roads, bridges, hydraulic systems (masonry pipes and aqueducts with horseshoe bows) and quarries for the supply of raw materials for construction.

A few years after its founding, the accelerated pace of work made possible the transfer of personnel and infrastructure of the private house of the Caliph and all organs and services of the Caliphate administration. In addition to residential and public buildings, of which the *Salón Rico* is emblematic, the city housed a monetary strike center and also workshops for the production of sumptuary objects, under restrictive state control. Constructive activity, however, lasted for several decades, and reworkings were made to magnify the prestige of the Caliph.

The city reached its climax during the reigns of Abd-al-Rahman III and his successor Al-Hakam II, establishing it at the heart of the caliphate, but also making the city a center of artistic avant-garde and a place of diplomatic representation. Its period of occupation was however very brief. It entered a phase of decline as early as 974 CE, accentuated by the coming to power of Al-Mansur in 978 CE, and it was finally sacked during the civil war that ended the caliphate between in 1009-1010 CE.

Abandoned and partially despoiled, the place was then known after the Christian conquest under the toponym "*Cordoba la Vieja*" (Old Cordoba). Its spectacular vestiges emerged as ruins only as a result of archaeological excavations initiated at the dawn of the 20<sup>th</sup> century.

Since then, and despite some administrative and economic vagaries that have punctuated the recent history, the various interventions conducted at the site aimed to recover and interpret this historical and archaeological heritage.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The State Party has defined the significance of the nominated property in its national and international context: a range of sites have been subject to comparative analysis with Medina Azahara, some being already listed on the World Heritage List and some being listed in Tentative Lists. The analysis is based on three additional reference frameworks, which are the type of property, the time period-region and the theme of the property. The comparisons are centred on archaeological sites and abandoned cities located within the Middle East, North Africa and Iberian Peninsula of the Medieval Islamic Period.

Parallels with similar caliphal cities are provided in the comparative analysis, including those founded during the Umayyads, Abbasids and Fatimids periods. All are either completely lost (e.g. the city of Bagdad in Iraq from the Abbasid period), in a bad state of preservation (e.g. Raqqa-Râfiqa in Syria and Sabra al-Mansuriyya in Tunisia) or completely built over by later development (al-Mahdiya in Tunisia and Fatimid Cairo in Egypt). Only Samarra in Iraq and Medina Azahara in Spain represent well-preserved examples of caliphal cities.

Among all caliphal cities, the State Party presents Medina Azahara as the only city that provides testimony of the culture and knowledge from the Islamic civilization, which came to Europe.

Parallels with similar 'Andalusian' sites are provided showing Al-Andalus' (Islamic Iberia's) important role as a link between the Islamic civilization and European culture. Among these are the World Heritage sites of the historic center of Cordoba, the Alhambra, Generalife and Albayzín in Granada, the Historic Center of Toledo and the Cathedral, Alcázar and Archivo de Indias of Seville, as well as other archaeological sites like Siyasa. Among these sites, the archaeological site of Medina Azahara is the only example of a large city of which the archaeological remains are preserved. The site remained hidden and unchanged for a millennium and it is the oldest among the sites noted, thus representing the entire form of the Islamic civilization, and its early phases and cultural influence on the Iberian Peninsula.

The State Party concludes that the nominated property is exceptional as it is the only city built *ex nihilo* in Europe bearing testimony of the Islamic civilisation.

ICOMOS considers that there are two types of new Islamic cities established in this period: those that have survived until today, and those that existed for a short time and were then destroyed or abandoned. In the first instance, later development has removed all remains of the original culture. By contrast, the fragility of the original materials in the abandoned cities resulted in their complete loss, given also that they suffered from frequent damage in later phases.

ICOMOS notes that Islamic civilization was distinguished by the frequency of establishing cities closely associated with dynasties recently coming to power or wishing to assert a new status, whether it was at the level of the caliphate itself or as an emirate. It was always, but to varying degrees, to provide the ruling class with a secure environment. It was also a question of marking the collective imagination of the populations by ambitious achievements where architecture and urbanism would be carrying a message of identity and legitimacy, intelligible to all, and where these constructions would provide the framework essential to a full display of power. In most cases, these cities were not limited to housing the princely residences and the state administration; they also grouped together economic (trade and craft production), religious or military functions. Substantial political effectiveness was achieved by establishing these new cities within a short distance of the old centers that preceded them, following a Near Eastern tradition which was largely pre-Islamic.

The examples of such twinned cities are multiple, on scales that are very diverse: besides the conurbation of Medina Azahara and Cordoba, others to note include Samarra and Bagdad in Iraq, both successive Idrisid foundations of Fez followed by that of the Merinids Fez Jedid (new town) in Morocco, al-Abbassia, Raqqa-Râfiqa then Sabra al-Mansuriyya facing Kairouan in Tunisia, or Cairo facing in Fustat, Egypt. Their fate being closely linked to that of the dynasties that had founded them, these cities sometimes had only a short life span: Raqqa lasted less than fifty years, Sabra al-Mansuriyya barely a century. Others have survived for many centuries until today, like Cairo.

ICOMOS considers that the only example of surviving buildings in North Africa that is roughly comparable to Medina Azahara is the site of Qal'a of Beni-Hammad. The difference is that this building is 100 years younger than Medina Azahara, it was constructed on rugged terrain in an arid landscape, it was not a Caliphate capital, and its cultural and environmental contexts are different.

Despite the evocation of these potential parallels, Medina Azahara remains an exception, reinforced by its authenticity and integrity. Indeed, as the only caliphal capital founded by the Umayyad dynasty, ICOMOS considers that Medina Azahara is distinguished as a city that provides testimony of the culture and knowledge from the Islamic civilization, which came to Europe.

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ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List.

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### Justification of Outstanding Universal Value

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

- The nominated property contains the urban layout of a complete city giving an overview of the culture of a vanished civilisation at the peak of its glory, thanks to the exceptional state of conservation of the surrounding areas and its remains.
- It is the only surviving example in Europe of a city of these characteristics and the only one from this historical period of the Islamic culture.
- The nominated property has been hidden for nearly a millennium, meaning that no further building work was carried out in that period, allowing a recovery process led by public institutions that has continued for a century.

The State Party states that Medina Azahara is the only caliphate capital founded anew on the Iberian Peninsula. This character finds an echo in its urban fabric as well as in the constructions excavated to date: these provide a peerless vision of an official architectural program where all the components (order, decor, epigraphy, etc) were intended to magnify the power of the creation and its creator. Medina Azahara was the ultimate representation of a civilization at its peak from the time of its construction towards the middle of the 10<sup>th</sup> century CE. An aspect of originality was the creation of a composition, which portrayed this power, through the landscape, the hierarchy of buildings and the use of an ornamental language with echoes paradisiacal.

ICOMOS considers that Medina Azahara is an outstanding testimony of a complete urban complex of city in Europe and, from that historical period, in the whole of western Islamic culture. ICOMOS also considers that the name of the property be modified in order to keep the historical name of the city, that is to say: "The Caliphate City of Madīnat al-Zahrā".

The hidden character of the site over a long period has contributed to its preservation and it has not been rebuilt or altered in that time. The rediscovery has led to excavation, protection and conservation, which has continued for a century, promoted by public institutions. Official promotion, first by the state and later by the regional autonomous community, has guaranteed the ownership of the site, ensured the highest level of protection, and has led to the creation of a specific institution with facilities and personnel to manage the site, the Archaeological Complex of Medina Azahara.

### Integrity and authenticity

#### Integrity

ICOMOS concurs with the State Party's views that that the nominated property satisfies the conditions of integrity as it includes all elements necessary to express its Outstanding Universal Value, and has an adequate

size to ensure the complete representation of the features and processes which convey the property's significance. Moreover, the physical fabric of the property and its significant features are in good condition, and the impact of deteriorating processes is controlled by the collaborative efforts being made by the different public authorities and local people.

ICOMOS notes that the extensive buffer zone preserves the context and close relations of the city landscape with its natural environment, as well as the ruins of the main infrastructure of roads, canals, aqueducts and bridges that emerge from the city, the original quarries of Albaida where stone was extracted as a building material for the city, and the remarkable rural buildings, known as *munya* (the country houses/villas of Al-Rummaniyya to the west and Turruñuelos to the east).

ICOMOS considers that the conditions of integrity have been met.

#### Authenticity

ICOMOS notes that since its abandonment, the city of Medina Azahara and its surroundings have not been reoccupied or resettled, and it has not been subjected to major infrastructural works of any kind. In fact, the only damages suffered by the property have stemmed from natural erosion and from agricultural activities (both of which have been shown to be negligible). There has also been localized digging up and reutilization of masonry and ashlar stones. This latter aspect has a potentially more serious impact, as several walls in the property have been dismantled and used for neighboring construction, especially the 15<sup>th</sup> century CE Monastery of San Jeronimo.

ICOMOS considers that these stone extraction activities may possibly raise some issues during the archaeological excavation of the property and its architectural interpretation and reconstruction, but they do not diminish its authenticity.

As for the authenticity of design, the conservation work has been respectful of the original, such as conserving the marks left behind by missing elements, for example the walls which were removed down to their foundations or the missing pavements or floor tiles which have left their imprint on the layer beneath them. However, one issue which is specific to Medina Azahara is the huge number of decorative stone fragments which were left scattered as a result of damage to the masonry walls in ancient times. The reconstruction of this mosaic is of importance because it is one of the masterpieces of Islamic art. This requires the missing walls to be replaced to provide the necessary support for the decorative patterns to be put back together, a task which can only be done in situ, due to the dimensional problems posed.



Due to the fact that the city remained hidden after it was abandoned at the beginning of the 11<sup>th</sup> century CE until its rediscovery in the early 20<sup>th</sup> century CE, and since the area was used for grazing cattle, its ancient ruins are well preserved. In addition, 90% of site has not yet been excavated, which provides an opportunity for future research to enhance the understanding of the Outstanding Universal Value of the property. Moreover, continued excavation and conservation work, mainly in the excavated part of the *Qasr*, has yielded a group of well-preserved buildings with original walls still standing to a height of several meters.

ICOMOS considers that the conditions of authenticity have been met.

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ICOMOS considers that the conditions of integrity and authenticity have been met.

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#### **Criteria under which inscription is proposed**

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

Criterion (iii): *To bear unique, or at least exceptional, testimony to a cultural tradition or to a living or extinct civilization;*

This criterion is justified by the State Party on the grounds that the nominated property bears unique testimony to the Islamic Andalusí civilisation which occurred over a millennium ago. As only 10% of the city has been excavated so far, the Caliphate City of Medina Azahara show in its entirety the remains of a 10<sup>th</sup> century city.

ICOMOS considers that the Caliphate City of Medina Azahara, being a new city planned and built as a state initiative, attests in an exceptional way to the Umayyad cultural and architectural civilization, and more generally to the development of the western Islamic civilization of al-Andalous.

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ICOMOS considers that this criterion has been justified.

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

This criterion is justified by the State Party on the grounds that the nominated property represents an outstanding example of urban infrastructure, planning, adaptation of the landscape and decoration of the 10<sup>th</sup> century of the western Islamic empire.

ICOMOS considers that the Caliphate City of Medina Azahara is a representative example of a combined architectural and landscape approach to urban planning and construction, illustrative of the early Islamic, and specifically, Umayyad civilization.

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ICOMOS considers that this criterion has been justified.

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ICOMOS considers that the nominated property meets criteria (iii) and (iv) and conditions of authenticity and integrity.

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#### **Description of the attributes**

The attributes are the archaeological remains of the complete urban complex of the city, including the remains of infrastructure (roads, bridges, water supply, sewers), buildings, decoration and objects of daily use, terraces, walls, towers, garden areas, the landscape features which influenced the city's location, and views to and from the site.

#### **4 Factors affecting the property**

ICOMOS notes that factors affecting the site include illegal settlements, all located at a certain distance from the perimeter of the city walls, but which are inside the buffer zone. The distances from the property are respectively: *Las Pintas* North 1,000 metres; *Cordoba la Vieja* 330 metres and *La Gorgoja II* 360 metres. They consist of cottages of one or two floors with a private pool. Originally conceived as vacation houses, they have been later converted into residences as urban pressure for facilities and services has increased. Along the road A-431 some service building and industrial activities have been erected. Although the development now appears to have stopped, because of the extension of the buffer zone to include the strip between the channel and the road A-431, the situation is still controversial: the settlers have legally opposed the inclusion of their plots into the buffer zone, but their requests have been rejected.

In recent years, the staff of the CAMA (Archaeological Ensemble Medina Azahara) have been active in highlighting to authorities all illegal activities in the buffer zone. In the additional information submitted in February 2018, the State Party assures that sufficient legal measures are in force to prevent new illegal construction. ICOMOS acknowledges this information and encourages that special monitoring be carried out on the portion of *Las Pintas* beyond the Guadalquivir River Canal, where urban plots are still empty.

The three settlements of *Las Pintas*, *La Gorgoja II* and *Cordoba la Vieja* affect the view of the *Qasr* from the A-431 road. None the less, on the opposite side the prominent position of the Caliphate city has safeguarded the stunning scenic views of the Guadalquivir valley despite any possible interference from buildings in the distant surroundings.

From an environmental point of view, no sources of major pollution have been identified in the area. The geology of the sierra is not prone to landslides. The risk of wildfires is prevented by a large firebreak cut north of the city that is well maintained.

The quality of the limestone employed in the masonry of Medina Azahara is very poor. The action of water on the walls, both from rainwater and rising damp from the

ground, saturates the stone that tend to disintegrate if subjected to a sudden change of temperature. Corrective measures are in place. This is a factor that has undoubtedly affected the monuments within the proposed property as each phase of excavation conducted before 1985 has not been able to draw upon the experience and records of the previous investigations. In this period, in fact, documentation was either never produced or was later lost. Although it is clear that no damage has occurred because of this lack of records, there is a significant information deficit. A research project has been devised to study the records of former investigations. After 1985, the documentation process was completely reconsidered and documentary, planimetric and photographic files of good quality have been produced.

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ICOMOS considers that the main threats to the property are illegal settlement activity in the buffer zone and water damage to the limestone masonry.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

The nominated property boundaries cover an area of 111 ha with a buffer zone of 2,186 ha, for a total area of 2,297 ha.

The boundaries of the nominated property coincide with the boundaries of the city wall so the nominated are is clearly delineated. In some parts, the wall has barely been excavated but its extension is known because of several studies of microtopography, orthophotography and geophysical surveys. In order to show the delineation of the wall, and of the nominated area where the wall is missing, a metallic fence has been installed.

The buffer zone has been delineated by taking into consideration the components of the specific landscape surrounding the nominated property, that is to say the whole historical territorial system with roads, aqueduct and hydraulic devices, satellite rural Arab villas and quarries around the Caliphate city. The boundaries are clearly identifiable on site because they are defined by precise geographical entities, such as the ridge of the sierra, streams, channels, and the main A-431 road.

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

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### Ownership

The nominated property is 97.5% owned by the Government of Andalusia. Only 2.5% belongs to private owners: separated from the rest of the nominated area by a road crossing the site. This latter part, which is not excavated, is currently used for agricultural purposes such as grazing cattle.

### Protection

The Caliphate city was protected as a monument from 1923 by the Spanish State prior to a review of the legislation in 1985 that declared Medina Azahara as a Property of Cultural Interest and guaranteed the highest degree of protection. In 2003, the protection was extended to a large area around the city and its buffer zone, and included the site of Turruñuelos to the east. With this protective status as the Archaeological Complex of Medina Azahara, all excavation work, research and protection of the property are conducted under the authority of the State, which ensures control of the property with all its surviving remains to be maintained.

The buffer zone is protected by a combination of two instruments: a Special Protection Plan, approved in 1998, and as a Property of Cultural Interest. ICOMOS notes that because of minimal variations due to the use of different basic cartography, the two instruments do not overlap perfectly in the south. The Special Protection Plan, in fact, includes the road A-431 which is not significant for protection of the property.

The Special Protection Plan establishes the boundaries of the area to be protected and the land uses for each spatial category. In order to follow the implementation of this law, the Office of the Public Prosecutor to the Environment is responsible for prosecuting urban planning offences.

The State Party also provided additional information regarding the buffer zone and mitigating the impact of illegal settlements.

The protection of the buffer zone is more complex than the property because it is mostly privately owned, except for the headquarters of Junta de Andalusia. The east sector is protected only by the Special Protection Plan, and includes small and large agricultural farms, the ruins of a former slaughterhouse built on the archaeological traces of Turruñuelos, and a small urban cluster of about 30 houses. The site of Turruñuelos is expected to become public property soon.

On the opposite site, located between the *munya* of Romaniyya and the canal, is the urban area of Las Pitas north. While largely now clear, it is under great development pressure from several owners. The strip of land included between the A-431 Palma del Río road and the channel is the most sensitive area. It faces the north-south axis of the *Qasr* and new constructions could affect the spectacular view of the plains, which was originally the reason for the location of Medina Azahara. Besides the three urban areas of *Las Pitas* south, *Cordoba la Vieja* and *La Gorgoja II*, there are industrial and service activities along the road. The Special Plan for the Palma del Río Main Road, drafted by the Municipality, includes this area where the land in front of the property is still mainly devoted to agriculture.

The national road A-431 has a high strategic and economic value and is a potential development focus for

the urban periphery of Cordoba that has already reached the eastern side of the buffer zone. Special monitoring of this situation will be required. Although the situation is currently under control, in the future economic pressure will be accentuated and continuous monitoring by the CAMA, and active engagement by the municipal authority and community will be necessary in order to protect the area.

There are measures proposed to prevent new illegal constructions in the buffer zone. The area within and around these earlier illegal settlements was allocated within the protection system of the State Historic Heritage Law of 1985 and the Andalusian Historic Heritage Law of 2007, as well as under the General Cordova Development Plan of 2001. Moreover, there are existing control mechanisms in place to prevent any offensive actions. These include the establishment of the Environment and Heritage Prosecutor's Office that is jointly working with the autonomous police.

With regard to monitoring of sensitive areas, there is the territorial monitoring department as part of the administrative organisation of Medina Azahara as well as the municipality of Cordoba that jointly conduct periodic investigation visits to these areas. There is a proposal for creating linear tree screens covering pedestrian, cyclist and horse-riding routes that connect with Cordoba in order to mitigate the edges of the illegal settlements with hard and soft landscaping. Therefore, the buffer zone of the nominated property can be effective if these measures are carefully followed and implemented.

In the past the site and the buffer zone have been traditionally protected by the productive activities of the Crown and the landlords devoted to animal breeding and extensive agriculture. Most of the private properties are still owned by the old families that continue the same traditions.

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ICOMOS considers that the legal protection in place is adequate but development pressure in the buffer zone requires careful monitoring, and mitigation measures regarding illegal settlements must be implemented.

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### **Conservation**

The nomination dossier provides in depth the long conservation history of the site, with the description of all excavations, restorations, conservations, consolidation and reconstruction works carried out from 1911 until the present.

The site, landscape and especially their chronological, cultural context regionally, in Southern Iberia, and further afield have been intensively researched in recent decades, and the site is comprehensively inventoried. It is clear that the property presents a significant opportunity for on-going and future research of global importance, and that such research is supported from a range of funding sources.

In addition, studies in recent decades have resulted in a very impressive range of dedicated publications. Further development of research and its dissemination is planned.

As noted above, the excavated archaeological area is huge, covering 12 hectares, and the state of conservation, while generally good, varies from complex to complex. The component parts of the proposed property are now all well conserved, to a high standard conceptually and technically. Some early interventions on the monuments required remediation in recent years. Some still require further work, for example: the Outer Covered Walkway and the House of the Pool.

Some excavated areas in the west, at the edges of the quarter of the domestic spaces, are affected by degradation and erosion. The Hall of the double columns, two areas to the west and south of the House of the Pool are in need of particular attention. These areas have suffered major destruction and sometimes only traces of the walls remain, and their exact shape or function is difficult to interpret.

The staff of CAMA are aware of the danger and remedies have been studied. The existing walls in danger of collapsing will be consolidated. The slopes will be contained by walls with a different texture and arranged in such way that their layout does not impair the legibility of the surrounding areas. Potholes in the ground could probably be covered with a soft pavement of lime and sand, similar to that already in place at the rear of the *Salón Rico*.

A similar case was noted at the south-west corner of the Upper Garden where the discontinuity of the wall could encourage erosion of the garden above. The completion of the few meters of missing wall would not affect the authenticity of the whole and would allow visitors to safely move in the garden.

The main problem affecting the calcarenite limestone pavements is that the main part of the visitors' route runs along these original floors preserved in situ. The adopted solution to correct the problem is to cover these pavements with a protective layer of lime and sand mortar in those areas where visitors will be likely to walk. Because of high maintenance costs, raised wooden floors (of the kind now in the Basilica) may not be an advisable solution.

Protection is currently active but a timeframe for the above works should be established together with the necessary funds for their implementation.

Extensive surfaces of ataurique decorative pieces are lying on the floor of the Outer Walkway, the north-eastern quadrant of the Upper Garden and the Lower Garden. In order to prevent pilfering the areas are closed to the public. It is urgent that the CAMA decides which decorations to restore in situ by anastylosis (as already done in the Rich Hall) and which to store safely in the museum.

The inscription of the property in the World Heritage List may attract national and international financial grants, as in the case of the Rich Hall, and accelerate the solution of these problems.

Where repairs and reconstruction has been taking place, these interventions have not diminished the authenticity and integrity of the monuments (the *Salón Rico*, the Basilica and the Portico of the Parade Ground).

The State Party provided additional information regarding changes in conservation doctrine, the differing criteria that were adopted, how they logically evolved over time, and how the site shows this evolution. None the less, the evidence of the evolution should be elaborated in detail in the baseline documentation about the site.

ICOMOS notes that it is regrettable that the approach to conservation appears to have been somewhat disaggregated before 1985, lacking a truly integrated interdisciplinary engagement and input to some conservation planning and thinking. After 1985, both conservation and management has been conducted in a manner that has preserved the essential attributes and values of the monuments.

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ICOMOS considers that the state of conservation of the attributes of this nominated property while generally good, varies from fair to complex. Some early interventions on the monuments still require remediation work, and other conservation works are necessary.

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### **Management**

The nomination dossier does not present a Management Plan for the property, although from 1985 the site has benefitted from a mature management system, which is described in all its aspects: Legal framework, Special Protection Plan, Institutional framework, Framework infrastructure and resources.

Special mention should be made of the headquarters complex inaugurated in 2009 that combines a museum with a visitor's centre. This includes exhibition spaces, reception area, administration, conservation and research infrastructure. Taking advantage of an original access road, it does not hamper future excavations and does not spoil the view of the *Qasr* because it is built mainly underground. The complex won the Aga Khan Award for Architecture in 2012 and was named European museum of the year in 2013.

The old headquarters built close to the Northern entrance of the site 100 years ago will be transformed into a hostel for visiting scholars. The highly qualified staff meets the needs of the institution in terms of protection, conservation, documentation and research.

The bulk of the Special Protection Plan is included in two-year programs, organized in two sections – programs for specific areas and programs of itineraries – distributed over 3 geographical areas (*Qasr*, Medina and surrounding

area). This planning has allowed the conservation project to be organised over time and according to priority.

The plan is rational and well organized, but unfortunately the conservation of some buildings of the *Qasr* have been delayed by financial restrictions. The main financial resources come from the Junta de Andalusia that covers the current expenses and minor conservation works. The large projects of building conservation cannot be carried out solely with the current budget. Special financial support by external institutions is required.

The local business and tourism management communities within the city have enthusiastically embraced the branding exercise promoted by the local authority, but they were not involved in the preparation of the nomination and are not involved in any meaningful way in the management of the property. The State Party has provided additional information regarding the future establishment of a Coordination Board for the property which will increase local community participation.

A range of highly qualified architects, planners, archaeologists, technical scientists, administrators, and conservators continue to be involved with research work at the site and practical day-to-day management. All of them are highly motivated.

The quality of the documentation work, cartography and architectural survey is good as well as the quality and the quantity of scientific reconstitution of the movable assets and the quality of photographic documentation.

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ICOMOS considers that the management system is generally adequate, however appropriate and timely funding must be secured for the property. In addition, better ongoing engagement with the local business and tourism management communities should be undertaken.

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## **6 Monitoring**

Because of its size, its variety of features, its relationship with the natural environment and its proximity to the large urban area of Cordoba, it is a difficult task to bring together all the necessary data to analyse and monitor the evolution of the state conservation of Medina Azahara using objective and measurable indicators.

However, taking into account the long history of managing the property, the State Party has attempted to compile a series of indicators, grouped according to the different areas and perspectives, which can be used to get an idea of the state of its conservation. As a result, this measures the commitment of the government and community to the different aspects of preservation and improvement.

ICOMOS considers that the list of indicators does not in itself give accurate information about the state of conservation. However, recording their evolution over a number of years, together with textual and graphic information to help with interpretation, this does give some

overview of the state of conservation of the property and an idea of how far the commitments made to the site's management are being accomplished.

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ICOMOS considers that the monitoring is adequate, although it may be improved by developing indicators which directly measure the state of conservation.

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## 7 Conclusions

The Medina Azahara is outstanding testimony of a complete urban complex of a city in Europe and, from that historical period, in the whole of western Islamic culture.

ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List. The requirements for demonstrating the Outstanding Universal Value of this property have been met by the State Party. The nominated property satisfies criteria (iii) and (iv), and the conditions of integrity and authenticity have been met. ICOMOS also considers that the name of the property be modified in order to keep the historical name of the city, that is to say: "The Caliphate City of Madīnat al-Zahrā".

ICOMOS considers that the main threats to the property are illegal settlement activity in the buffer zone and water damage to the limestone masonry.

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

ICOMOS considers that the legal protection in place is adequate but development pressure in the buffer zone requires careful monitoring, and mitigation measures regarding illegal settlements must be implemented.

ICOMOS considers that the state of conservation of the attributes of this nominated property while generally good, varies from fair to complex. Some early interventions on the monuments still require remediation work, and other conservation works are necessary.

ICOMOS considers that the management system is generally adequate however appropriate and timely funding must be secured for the property. In addition, better ongoing engagement with the local business and tourism management communities should be undertaken.

ICOMOS considers that the monitoring is adequate, though it may be improved by developing indicators which directly measure the state of conservation.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that The Caliphate City of Medina Azahara, Spain, be inscribed on the World Heritage List on the basis of **criteria (iii) and (iv)**.

### Recommended Statement of Outstanding Universal Value

Brief synthesis

The Caliphate City of Medina Azahara is an archaeological site of a newly-founded city built in the mid-10<sup>th</sup> century CE by the western Umayyad dynasty as the seat of the Caliphate of Cordoba. The city was destroyed shortly afterwards, and from that time remained hidden until its rediscovery in the early 20<sup>th</sup> century CE.

The site is a complete urban complex including infrastructure, buildings, decoration and objects of daily use, and provides in-depth knowledge about the material culture of the Islamic civilization of Al-Andalus at the zenith of its splendour but which has now disappeared. In addition, the landscape features which influenced the city's location are conserved.

The hidden character of the site over a long period has contributed to its preservation and it has not been rebuilt or altered in that time. The rediscovery has led to excavation, protection and conservation which has continued for a century, promoted by public institutions.

**Criterion (iii):** The abandoned Caliphate City of Medina Azahara, being a new city planned and built as a state initiative, attests in an exceptional way to the Umayyad cultural and architectural civilization, and more generally to the development of the western Islamic civilization of Al-Andalus.

**Criterion (iv):** The Caliphate City of Medina Azahara is an outstanding example of urban planning combining architectural and landscape approaches, the technology of urban infrastructure, architecture, decoration and landscape adaptation, illustrating the significant period of the 10<sup>th</sup> century CE when the Umayyad caliphate of Cordoba was proclaimed in the Islamic West.

Integrity

The site includes the entire Caliphate city, and its buffer zone preserves the context of the city in its natural environment, as well as the remains of the main infrastructure of roads and canals that radiated from it. The quarries where the building material for the city was extracted and the major country villas (*munya*) have also survived in the buffer zone.

Because the city remained hidden from the time of its destruction in the early 11<sup>th</sup> century CE to its rediscovery in the early 20<sup>th</sup> century CE, and since the area was used for grazing livestock, the remains are very well preserved.

Only 10% of the site has been excavated and the remainder offers an exceptional opportunity for future research. As for the excavated part of the Qasr or fortified palace, continued excavation and conservation work has brought to light a set of well conserved buildings whose original walls reach a height of several meters.

#### Authenticity

The site meets the conditions of authenticity in relation to materials, design and location. As regards the authenticity of the materials, as noted most of the site has remained unchanged and hidden below ground. As for the excavated areas, the work of consolidation, made necessary by the fragility of the materials, has been progressing under the philosophy of minimal intervention, in order to ensure the stability of structures, protect them against the elements and conserve the information produced during the excavation process.

This policy of minimal intervention has ensured that any new additions clearly differ from, but also blend in with, the original. Identifying the original position of the different materials used in building the city has made this work possible.

The authenticity of the site is also guaranteed by the conservation of its natural environment, where little has changed since the destruction of the city, except for a few small recent alterations. In addition, the descriptions of the buildings in a wide range of historical sources, the epigraphic evidence and the quality of research work carried out for over a century reinforce the authenticity of the site.

#### Management and protection requirements

The Caliphate City of Medina Azahara and its buffer zone have been protected almost continuously by the Administration since 1911, and the site has had its own management body since 1985. Accordingly, the site has a general framework of protection and management that guarantees the future maintenance of its Outstanding Universal Value.

Protection is assisted by the site being mostly in public ownership. The legal protection of Medina Azahara and its surroundings is also at the maximum level afforded by the Law of Spanish Historical Heritage, as a Property of Cultural Interest, under the category Archaeological Site.

The Special Plan for the Protection of Medina Azahara was approved in 1998, providing an urban planning law that regulated the boundaries of the protected area and established possible land uses for each defined category.

Various government and legal departments ensure strict compliance with this law, and thus avoid any potential threats.

The institutional framework for management is provided, since 1985, by a specific institution that manages the

property and the buffer zone: the Archaeological Ensemble of Medina Azahara (CAMA). This institution has an organizational structure including areas of Administration, Conservation and Research/Publicity.

There are two planning instruments which have been developed and implemented to different degrees (the programmes of the Special Protection Plan and the Master Plan), which provide a solid basis for strategic guidelines to guarantee that Medina Azahara continues to be protected and appreciated.

The expected long-term results for management are to consolidate and increase human and budgetary resources for management, consolidating the public institution with its technical expertise as the main instrument for managing the site, providing it with greater functional autonomy and encouraging greater participation and coordination with other agencies and interested parties.

Another essential aim to ensure the preservation of the site is to update and have approved the Operational Plan for Medina Azahara.

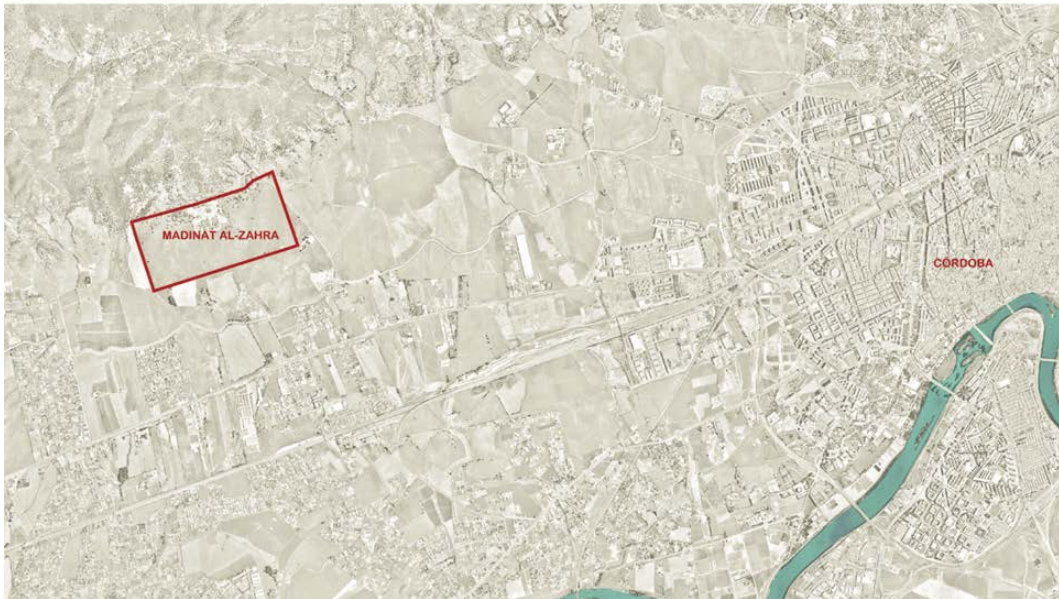
#### Additional recommendations

ICOMOS further recommends that the State Party give consideration to the following:

- a) Securing the appropriate and timely funding for the property,
- b) Clarifying of the timeframe for the implementation of the mitigation of the edges of the illegal settlements with hard and soft landscaping,
- c) Carrying out special monitoring on the portion of Las Pintas beyond the Guadalquivir River Canal, where urban plots are still empty, with a view to avoiding development or at least ensuring development has minimal impact,
- d) Improving the monitoring by developing indicators which directly measure the state of conservation,
- e) Elaborating in detail the evidence of the evolution of conservation doctrine and criteria in the baseline documentation about the site,
- f) Updating and approving the Operational Plan for Medina Azahara in order to ensure the preservation of the site;

Moreover, ICOMOS recommends that the name of the property be modified in order to keep the historical name to become "The Caliphate City of Madīnat al-Zahrā".





Map showing the location of the nominated property





Hall of Abd al-Rahman III



Upper Gardens

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## Göbekli Tepe (Turkey) No 1572

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### Official name as proposed by the State Party

Göbekli Tepe

### Location

Şanlıurfa Province  
District of Haliliye  
Turkey

### Brief description

Göbekli Tepe lies some 15 km north-east of the modern day town of Şanlıurfa. Round-oval and rectangular monumental megalithic structures, interpreted as enclosures, were built by groups of hunter-gatherers in the Pre-Pottery Neolithic period, between 9600 and 8200 BC. Distinctive T-shaped pillars with rich carved imagery provide an insight into the world view and belief systems of prehistoric populations living in Upper Mesopotamia some 11,500 years ago.

### Category of property

In terms of categories of cultural sites, as defined in Article 1 of the World Heritage Convention of 1972, this is a *site*.

## 1 Basic data

### Included in the Tentative List

15 April 2011

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

31 January 2017

### Background

This is a new nomination.

### Consultations

ICOMOS consulted its International Scientific Committee on Archaeological Heritage Management (ICAHM) and several independent experts.

### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the site from 2 to 6 October 2017.

### Additional information requested and received from the State Party

A letter was sent by ICOMOS to the State Party on 21 September 2017 requesting additional information on the ownership, protection and management of the site, facilities and infrastructures for visitors, development projects and financial resources. An answer was received on 6 November 2017, and the information provided has been included in this document.

An ICOMOS Interim Report was sent to the State Party on 22 December 2017, and the additional information in response to this report was received on 26 February 2018 and has been included in the relevant sections of this report.

### Date of ICOMOS approval of this report

14 March 2018

## 2 The property

### Description

Göbekli Tepe, in the Germuş Mountains of south-east Anatolia, lies some 15 km north-east of the modern-day town of Şanlıurfa and 2.5 km east of the village of Örencik. The site covers an area of 126 ha, and consists of a natural limestone plateau on which stands an artificial hill (tell). It is located in Upper Mesopotamia, between the upper and middle reaches of the rivers Tigris and Euphrates, in the foothills of the Taurus Mountains, in a region which saw the emergence of the oldest farming communities in the world.

The tell consists of megalithic stone structures, together with numerous other non-monumental buildings, erected by groups of hunter-gatherers in the Pre-Pottery Neolithic period (10<sup>th</sup>-9<sup>th</sup> millennia BCE). The monumental structures are interpreted, according to the nomination dossier, as enclosures forming part of a supra-regional Neolithic ritual centre. The monuments were probably used in connection with public rituals, possibly of a funerary nature, and feasting. While excavations initially were understandably focused on these structures, recent excavations are also providing evidence of what might be termed “domestic structures” of lesser architectural complexity in close proximity to the monumental buildings.

The first phase of Göbekli Tepe (Layer III) dates from the 10th millennium BCE and is assigned to the Early Pre-Pottery Neolithic (PPNA). The excavations of the deposits of this period have enabled the identification of monumental architecture with round-oval enclosures between 10 and 30 metres wide, surrounded by monolithic pillars carved in a distinctive T-shape. The pillars are connected by walls and benches. The pillars are between 3 and 5 metres high, and their number varies between 10 and 12. There are two central monoliths which are taller (up to 5.5 metres). The animals depicted at Göbekli Tepe are all wild. Significant space is given over to the most dangerous animals

(aurochs, boars, bears and panthers portrayed in aggressive stances, snakes, arthropods) and to scavengers (large birds of prey). Amongst the imagery, the presence of the human species is discreet, but tends to increase in later phases of the site.

It appears that the monumental enclosures of Layer III were then intentionally backfilled, according to the nomination dossier. The sediment that forms the backfill material consists of limestone rubble and flakes of flint. The fills also contain numerous animal bones, probably the result of large feasts according to the nomination dossier.

In some parts of the tell, buildings from a later phase have been constructed on top of the PPNA monumental architecture. This layer (Layer II) dates from the 9<sup>th</sup> millennium BCE and has been assigned to Pre-Pottery Neolithic B (PPNB). The smaller, usually rectangular, rooms are characteristic of this phase. They often have lime plaster (*terrazzo*) floors. In this later period, the number and height of the T-shaped pillars in the rooms are reduced.

The uppermost deposits (Layer I) consist of surface soil resulting from erosion processes and a plough horizon which bear witness to the use of this fertile soil for agricultural activities in recent centuries.

Only a few buildings have been excavated. They have been designated A to H in order of discovery. The geophysical surveys indicate that at least twenty or so other buildings exist on the site.

On the limestone plateau, a system of channels and cisterns has been documented, although it has not been determined with certainty that these structures are contemporaneous with the Neolithic architecture nearby. Prehistoric quarries have also been identified. Several negative shapes and even a couple of unfinished and abandoned pillars still in situ attest to these quarrying activities. Another structure cut down into the bedrock of the south-western plateau has been identified as the remains of a circular enclosure.

### **History and development**

As the highest point in the surrounding landscape, the nominated property most likely already served as a gathering point for hunter-gatherer groups living in the region in the preceding Palaeolithic period. The accumulation of the tell seems to have started before the construction of the first Neolithic structures in the 10<sup>th</sup> millennium BC (PPNA). It is as yet unclear however whether the earliest monumental buildings were semi-subterranean, i.e. if their foundations were sunk into existing and hence older deposits. According to the nomination dossier, the buildings were then abandoned and backfilled with large quantities of limestone rubble, knapped flints, and worked ground-stone, as well as animal and (in smaller amounts) human bone material. It is not possible to determine exactly in what period they were abandoned, since constant rebuilding and repair

seems to have taken place, and the buildings appear to have been completely emptied before backfilling took place.

In some parts of the tell, later (PPNB) architecture – with rectangular and much smaller rooms – has been constructed on top of the older monumental structures. These rooms were not built on top of the area of the PPNA rooms; instead, this area was separated from later developments by a terrace wall, thus leading to the development of a hollow surrounded by higher lying mounds. Following the end of the PPNB with its later megalithic structures, human activities at the site appear to come to an end.

It was not until the Roman era, some 8,000 years later, that limestone was quarried on the south-eastern plateau. Two possible (and probably Islamic) graves are considerably later. Only the fertile brown topsoil covering the entire mound testifies to later agricultural land-use.

Since the onset of excavations in 1995, the conservation and preservation of uncovered prehistoric structures have been a permanent concern and an essential component of the archaeological research. Covered with backfill for approximately the last 10,000 years, the stone walls and T-shaped limestone pillars are well preserved. Only in those areas where the archaeological material was close to the surface has some slight damage been observed, probably as a result of agricultural activities.

## **3 Outstanding Universal Value, integrity and authenticity**

### **Comparative analysis**

The State Party makes comparisons with other properties having similar cultural characteristics that are not inscribed either on the World Heritage List or on the Tentative Lists. Other properties mentioned in the comparative analysis are attributable to the Pre-Pottery Neolithic and situated in Southeast Anatolia, such as Jerf el Ahmar, Nevali Çori and Çayönü. This region is the most important in the Middle East in terms of bearing witness to the birth of the Neolithic.

In the additional information, the State Party sets out in detail the points of comparison, which consist mainly of ways of life, architecture (megalithic buildings with T-pillars) and imagery (present both on the monumental buildings and the objects). The State Party claims that the nominated property offers by far the most monumental architecture and the richest imagery, and bears witness to the most ancient monumental pillar constructions.

ICOMOS notes, however, that the other properties are presented as if they were contemporary with the nominated property, when in fact some of them date from 1500 years after the main period of settlement of Göbekli Tepe.

Other comparisons are made with properties inscribed on the World Heritage List, particularly the Neolithic site of Çatalhöyük. In architectural terms, the excavation at Çatalhöyük has uncovered constructions – mainly from the 7<sup>th</sup> millennium BC onwards – bearing witness to activities that are both domestic and ritual, without it being possible to distinguish non-ritual from specific ritual spaces. As for comparisons between the motifs at the two sites, ICOMOS recommends a cautious approach with regards to interpretation. In addition to signification issues, these iconographic sources raise considerable problems in terms of identification, and have given rise to a great deal of debate.

The other World Heritage List properties mentioned in the comparison do not have such spectacular ceremonial constructions until several millennia later (Stonehenge in England, Choirokitia in Cyprus, the Heart of Neolithic Orkney in Scotland, the Megalithic Temples of Malta, the Antequera Dolmens Site in Spain, and the Gochang, Hwasun and Ganghwa Dolmen Sites in the Republic of Korea).

ICOMOS considers that the comparative analysis, supplemented by additional information about the context of the Neolithic (PPNA/early PPNB) sites in the region, justifies consideration of the property for the World Heritage List.

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ICOMOS considers that the comparative analysis justifies consideration of this property for the World Heritage List.

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#### **Justification of Outstanding Universal Value**

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

- This is the oldest known megalithic architecture in the world, consisting of round-oval and rectangular limestone structures, with large T-shaped monolithic pillars carved from locally quarried limestone.
- The buildings are considered to be amongst the earliest evidence worldwide for human-made megalithic structures constructed for the ritual purposes of their prehistoric populations. The enclosures were built in the Pre-Pottery Neolithic A and B periods, between approximately 9600 and 8200 BC.
- The characteristic T-shaped pillars, embodying a schematised anthropomorphic figure, were carved from quarries in the adjacent limestone plateau using stone and bone tools.
- The property is one of the most impressive prehistoric megalithic monuments in the world on account of its great antiquity, the number and sophistication of its limestone megalithic buildings, the size of the stones used, and their rich carved and engraved imagery.
- The imagery of the nominated property provides

unprecedented insights into the worldview and belief systems of prehistoric populations living in Upper Mesopotamia some 11,500 years ago, a time which represents one of the most momentous transitions in human history, with a change in the way of life from hunter-gatherer subsistence to farming, also referred to as Neolithisation.

In the additional information provided on 26 February 2018, the State Party revised its justification of Outstanding Universal Value in light of the latest results of archaeological excavations. The State Party recognises the importance of the rectangular structures attributable to Early Pre-Pottery Neolithic B, and the possibility of continuous occupation during the subsequent period dated at 8200-7300 BC (MPPNB). The State Party states that the buildings visible today are the culmination of several centuries of construction and reconstruction activities. During this period of more than 1,400 years, the walls and pillars were removed from their original location, and incorporated in parts of the same building or in other structures. The "first temples of mankind" interpretation is also discussed and set aside in favour of the broader concept of "ancestor worship". The hypothesis of semi-permanent occupation of the nominated property is also raised. The State Party stresses the importance of re-evaluating earlier results and interpretations, and new discoveries made during recent excavations, in order to advance our understanding of Göbekli Tepe.

ICOMOS considers that the proposed justification of Outstanding Universal Value is adequate.

#### **Integrity and authenticity**

##### **Integrity**

Several recent infrastructure projects are concentrated around the southern boundaries of the management zone. ICOMOS notes that the electricity pylons and road network are visible, as are the irrigation channels to the south, and a limestone quarry north of the village of Örencik. Contrary to what is stated in the additional information provided by the State Party on 6 November 2017, ICOMOS considers that both the Adana-Şanlıurfa highway, 2.5 km from Göbekli Tepe, and the irrigation channel 5 km from Göbekli Tepe, have a visual impact on the nominated property. In the additional information provided on 26 February 2018, the State Party states that, as the irrigation channels are under construction, building materials are visible. It claims that, once the construction works are completed, visual integrity will be restored. However, ICOMOS considers that steps must be taken to landscape the channel, so as to reduce its visual impact. In addition, options should be considered that would reduce the visual impact of the quarry to the west.

ICOMOS stresses that it is necessary to monitor developments around the property that could pose a threat to the property's landscape and visual integrity. This includes monitoring the visual impact of possible "compulsory infrastructure" and protection measures for the agricultural land in the Harran plain. With regard to the urban expansion of Şanlıurfa, ICOMOS notes that careful attention must be given to the location of new buildings within the city boundaries. The Environmental Plan for Adıyaman, Şanlıurfa and Diyarbakır should also be set out in more detail in order to guarantee the integrity of the property. In addition, any new development project in the vicinity of the property must give rise to a "Heritage Impact Assessment" and must be submitted for examination to the World Heritage Committee, in accordance with Paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention*.

ICOMOS considers that future development projects (railway line, motorway) and the increase in tourist numbers likely to be generated are a very serious concern, and that, in view of these threats, the integrity of the property is extremely vulnerable.

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ICOMOS considers that the conditions of integrity are highly vulnerable due to the future development projects and the increase of tourism.

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#### Authenticity

According to the State Party, the property meets the conditions of authenticity, particularly as regards the quality of situation and setting, spirit and impression, and the quality of form and design, materials and substance, use and function, and traditions.

The megalithic structures have largely retained the original form and design of their architectural elements, together with numerous decorative elements and craft works that provide an insight into the way of life of the societies that occupied the site.

ICOMOS considers that the results of more than twenty years of research and archaeological excavations on the site testify to its authenticity. The excavations under way and their analysis since the mid-1990s also provide a more balanced and detailed view of the relationship between the various aspects of usage and the prehistoric importance of the property.

However, ICOMOS considers that the future development projects, and the limited nature of the documentation concerning the buffer zone and the management zone, mean that authenticity is vulnerable.

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ICOMOS considers that the conditions of authenticity are vulnerable because of the future development projects, and the limited nature of the documentation in the buffer zone and management zone.

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ICOMOS considers that the conditions of integrity and authenticity are highly vulnerable.

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#### Criteria under which inscription is proposed

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

Criterion (i): *represent a masterpiece of human creative genius;*

This criterion is justified by the State Party on the grounds that the communities that built the nominated property lived at the time of one of the most momentous transitions in human history, from the way of life of hunter-gatherer subsistence to that of the first farmers. It had previously seemed unimaginable that Pre-Pottery Neolithic A groups (9600-8700 BC) could accomplish such architectural feats. The discoveries have raised many questions about societies attributable to PPNA, relating, for example, to social hierarchies, territoriality, the division of labour, craft specialisation, and gender roles.

ICOMOS considers that the nominated property is one of the first known examples of human-built monuments. The monumental scale of the site and its unique architectural and artistic characteristics show that humans in the 10<sup>th</sup> and 9<sup>th</sup> millennia BC had a profound knowledge of building methods and sophisticated artistic techniques. The most significant characteristics of the property are the ancient nature of the construction (some 12,000 years ago) during a period of fundamental changes in human social and cultural structures (Neolithisation) and its monumental dimensions.

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ICOMOS considers that this criterion has been justified.

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Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design*

This criterion is justified by the State Party on the grounds that the carved and engraved images of the nominated property include many species of wild animals, birds and insects, and human representations, all of which provide a unique insight into the animist vision of the world of Neolithic humans in the 10<sup>th</sup> and 9<sup>th</sup> millennia BC. These carved and engraved images are interpreted as telling stories of foundation myths. Other archaeological remains, e.g. motifs of animals and geometrical figures engraved on objects, bear witness to the interchange of this set of human values over a large geographical area, possibly even suggesting the existence of a regional community linked together by common values.

ICOMOS considers that wording such as "narratives of foundation myths" is not sufficiently supported by solid scientific evidence, and that the justification of this criterion would be strengthened if it placed more

emphasis on the idea of the nominated property as a channel for the introduction of new artistic and architectural forms that were to shape the region during the Neolithic period, and probably other areas beyond.

ICOMOS considers that the nominated property represents one of the first manifestations of human-made monumental architecture, and that its building techniques (semi-subterranean with pillars) and its imagery were disseminated and replicated at other sites in the Middle East from the earliest Neolithic periods, PPNA and PPNB, onwards.

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ICOMOS considers that this criterion has been justified.

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

This criterion is justified by the State Party on the grounds that the nominated property is a key site for the study of the socio-ritual practices of communities living in Upper Mesopotamia at the time of a major socio-economic transition. In addition to the construction of monumental buildings, the nominated property provides evidence of the ways in which prehistoric groups acted when confronted with death. Fragmented human remains, uncovered in the backfill in monumental buildings, present a clear predominance of skull fragments, some of which bear traces of intentional working. The attested working of three skull fragments very probably bears witness to the public display of the skulls and of a cult associated with them.

The additional information provided by the State Party also indicates the presence of a grave, with three individuals, which had been disturbed and was uncovered in 2017.

ICOMOS notes that, at the current state of the research, the hypothesis of a purported skull cult will need to be confirmed by future archaeological excavations.

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ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that the property is home to the world's first human-built monumental (megalithic) buildings. The monolithic T-shaped pillars, which are believed to be representations of mythical ancestors, or even incipient deities, were carved from the adjacent limestone plateau and attest to new levels of architectural and engineering technology. They are thus believed to bear witness to the presence of specialised craftsmen, and possibly the emergence of more hierarchical forms of human society,

as opposed to preceding hunter-gatherer societies which were more egalitarian.

ICOMOS considers that the arguments relating to the ritual function of the nominated property are not correctly developed.

Furthermore, ICOMOS considers that the nominated property is one of the first manifestations of human-made monumental architecture. The structures constitute a technical feat through their construction, and bear witness to human art, with a very substantial number of low-reliefs and carvings, mainly of animals.

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ICOMOS considers that this criterion has been justified.

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ICOMOS considers that the nominated property meets criteria (i), (ii) and (iv), but the conditions of integrity and authenticity are highly vulnerable.

#### **Description of the attributes**

The attributes expressing the Outstanding Universal Value of the property are the tells and the limestone plateau in the setting of the surrounding plain, the remains uncovered *in situ*, which include the megalithic enclosures with their carved monolithic pillars and openings, the carved and engraved representations, the artefacts uncovered and the other traces of prehistoric human activities (quarries, cisterns, etc.).

#### **4 Factors affecting the property**

The development pressures include the irrigation channels, roads, sign pylons and electricity pylons which could affect the panoramic views from the property. With the Atatürk Dam located about 80 km north of the property, the irrigation channels in the fields have become a dominant feature in the landscape around the site, and are visible from the main road. Around the property, a vast network of irrigation channels is still under construction. ICOMOS considers that the new transport lines and the construction of infrastructure likely to modify and/or have an impact on the landscape must be carefully monitored. Urban development is rapid in the city centre of Şanlıurfa. The area is also being promoted as a major tourist destination in Turkey. The threat of urban expansion must be taken into account in planning decisions, and the same applies to the working of the limestone quarries in the landscape near the property.

ICOMOS notes that landscaping of the irrigation channels to the east and southeast, and of the limestone quarries in the village of Örencik, could limit the visual impact on the property.

The nomination dossier states that conservation and land use measures are defined in the Environmental Plan of Adiyaman-Şanlıurfa-Diyarbakır (scale 1:100,000). The State Party also refers to other

measures to protect agricultural land, such as the extended protection zone of the Plain of Harran, in which the nominated property is located. It is stressed that some agricultural infrastructure, and “compulsory infrastructure”, will be exempted from a heritage impact assessment.

In the additional information provided on 6 November 2017, the State Party refers to the possibility of building “compulsory infrastructure”, such as the railway network mentioned in the nomination dossier, for which no assessment of visual impact on the site would be required. ICOMOS considers nevertheless that a heritage impact assessment is necessary, in order to evaluate the threats that could adversely affect the property’s values.

In the additional information provided by the State Party on 26 February 2018 it is stated that the railway line will be located approximately 2.5 km from Göbekli Tepe. ICOMOS notes that it will be aligned with the south-east boundary of the management zone, and with part of its eastern boundary. Furthermore, ICOMOS notes that the assertion that the proposed railway line will not be visible from the interior of the nominated property and its buffer zone does not seem to be supported by an analysis of its visual or other impacts. ICOMOS considers that a detailed assessment of the impact of the proposed railway line on the site and of its landscaping before construction will be necessary, in line with the ICOMOS *Guidance on Heritage Impact Assessments*, and the result of this assessment will have to be communicated to the World Heritage Committee, in accordance with Paragraph 172 of the *Operational Guidelines*.

According to the State Party, the facilities for the research project and for visitors are located in the buffer zone and have been built in a way that minimises impact on the site. The two shelters constructed on the site have been designed to protect the property’s integrity (in the light of the results of the geophysical surveys).

However, ICOMOS considers it would be unwise to construct new buildings or tourism infrastructure within the boundaries of the property and its buffer zone, as this could adversely affect the property’s attributes. Access to the site for visitors and researchers should be temporary and controlled. All facilities for visitors should be situated well away from the property.

The property is considered to have great potential to make a substantial economic contribution to the tourism sector in this region. The pressures generated by very strong tourist appeal could however potentially have an impact on the property’s attributes. At present, some 1,000 visitors daily can be expected during peak periods. There could be a considerable threat of tourist saturation, given that only the main excavation zone, which is very small, is open to visitors. There are currently no additional tourist itineraries that could help regulate pressure when tourist numbers are very high.

ICOMOS considers that the growing number of visitors is a real threat. It is necessary to calculate the capacity of the site in terms of visitor numbers, and a viable visitor management plan must be drawn up to lessen the negative impact of tourism. It is necessary to strike the right balance between tourism and conservation of the property.

In the additional information provided by the State Party it is stated that a visitor management plan is currently in preparation. A preliminary plan will be ready for implementation in October 2018.

The property is located in a zone of low seismic activity in Turkey, but any seismic movement could cause serious damage to the structures. No analysis of this threat has been provided in the nomination dossier. Fires are also possible, and landslides caused by dry/wet cycles, especially in winter.

ICOMOS recommends that a risk preparation plan be drawn up, based on the Resource Manual “Managing Disaster Risks for World Heritage” (2010).

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ICOMOS considers that the main threats to the property are development pressures, environmental factors and the rapid growth of tourism.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

The boundaries of the nominated property follow the natural topographic features (i.e. the tell forming the boundary of the property (126 ha) and part of the limestone plateau), while the buffer zone boundary has been drawn on the basis of observation points (461 ha).

It should be noted that the management plan indicates a larger management zone (2306 ha), which encompasses the nominated property and the buffer zone initially set out in the nomination dossier. ICOMOS considers that this larger management zone is essential to protect the relationship between the landscape and the site in a long-term perspective, and in order to control future developments. The protection measures that apply to the management zone are set out in the Environmental Plan for Adiyaman, Şanlıurfa and Diyarbakır. It is essential that the protection measures relating to this larger management area are effectively applied.

In the additional information provided on 6 November 2017, the State Party states that the larger management zone set out in the management plan will support the buffer zone initially set out in the nomination dossier. It should be stressed that the State owns the bulk of the management zone (approximately 70%), with the rest being the property of private landowners.

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ICOMOS considers that the boundaries of the nominated property and of its buffer zone are adequate, as the management plan takes into account the more extensive management zone of the property.

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#### **Ownership**

Ownership of the nominated property and its buffer zone is split between the state and individual private landowners (20 parcels of land). The State Party currently owns 554 ha (out of the 587 ha formed by the nominated property and its buffer zone). The parcels of the nominated property all belong to the State Party. About 12 landowners have parcels used for grazing and farming.

#### **Protection**

The nominated property is covered by Protection of Cultural and Natural Properties Law No. 2863/1983, as amended in 1987 and 2004, which sets out rules and regulations for cultural heritage property.

In 2005, the tell and the limestone plateau were inscribed as a 1st Degree Archaeological Conservation Area by a decision of the Diyarbakır Regional Council for Conservation of Cultural and Natural Properties. In 2016, the 3<sup>rd</sup> Degree Archaeological Conservation Area around the nominated property zone, i.e. the property's buffer zone, was also registered by a decision of the Şanlıurfa Regional Council for Conservation of Cultural Properties.

ICOMOS notes with concern that infrastructure has been built inside the property itself, inscribed as a 1st Degree Archaeological Conservation Area, for tourism purposes and not only to protect the excavation zone.

ICOMOS notes that it is important to assess the possibility of inscribing the buffer zone as a 1<sup>st</sup> Degree Conservation Area, as development possibilities are then more restrictive, and limited to certain categories of infrastructure. ICOMOS notes with concern that 3<sup>rd</sup> Degree Conservation Areas may not prevent building permits if no archaeological remains are uncovered during the preventive excavations, thus generating strong development project pressures.

ICOMOS notes that archaeological sites have been identified in the buffer zone, notably several sites with lithic artefacts attributable to the Pre-Pottery Neolithic period, together with cisterns, quarries and a watchtower dating from the Roman and Byzantine periods. ICOMOS considers that, to preserve the visual integrity and archaeological potential of the property, the buffer zone should be looked on solely as a zone dedicated to research (scheduled archaeological excavations) and not as a zone for any future development projects. It is also advisable to further raise the awareness of local residents about the need to protect the buffer zone.

In the additional information provided on 26 February 2018 it is stated that the management zone is covered by the various existing environmental laws. According to the State Party, the Environmental Plan for

Adıyaman, Şanlıurfa and Diyarbakır guarantees the integrity of the management zone, and the zones to be protected in view of their natural and ecological characteristics are also protected by Law 2872/1983 on the Environment.

However, ICOMOS considers that the future development projects and the increase in tourist numbers are causes for concern, and that, in view of these threats, the protection measures for the management zone will need to be strengthened.

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ICOMOS considers that the legal protection and the property protection measures are appropriate, but that the buffer zone protection measurements would be strengthened if the buffer zone became a 1st Degree Conservation Zone.

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#### **Conservation**

An inventory of the property has been kept since 1995. At present, less than 10% of the tell has been excavated. Because of the considerable size of the property and the extent of archaeological remains, excavation is deliberately limited. The overall topography of the tell, with its characteristic sequence of mounds and hollows, is still intact, thus preserving its original form.

The archaeological artefacts uncovered are exhibited at the Museum of Şanlıurfa, one of the largest archaeological museums in Turkey (inaugurated in 2015), where one entire floor is exclusively dedicated to Göbekli Tepe.

ICOMOS notes that the state of research is limited, and does not at present enable the precise determination of the nature of the site. The continuation of field research and the final publication of the various archaeological levels, stratigraphy and the various associated artefacts, should enable the determination of the precise nature of the property, to enable an understanding of the early stages of Neolithisation in the Middle East.

ICOMOS considers that there is an imbalance between the conditions necessary for scientific research, as presented in the nomination dossier, and the management plan.

ICOMOS also notes that financial commitments must be made concerning the continuation of the scientific research programmes in a medium and long term perspective. Although additional information has already been supplied by the State Party, it will be necessary to obtain a detailed plan of the archaeological programme currently under way, demonstrating how the proposed programme will address the debates about the nature of the property that are currently taking place among the scientific community.



In the additional information provided on 26 February 2018, the State Party has supplied the conservation plan for 2017-2021, but ICOMOS notes that it does not seem to cover the buffer zone. ICOMOS recommends that a conservation plan should be drawn up for the buffer zone and for the management zone.

According to the nomination dossier, the conservation activities put in place by the German Archaeological Institute (DAI) and Şanlıurfa Museum are as follows: conservation of prehistoric dry stone walls; conservation of lime plaster (*terrazzo*) floors; removal of dust and dirt from limestone surfaces; and renewal of the previously installed wooden supports of inclined monoliths.

ICOMOS notes that the nomination dossier provides no information about routine maintenance. As indicated in the management plan, ICOMOS emphasises that it is necessary to set up a maintenance team that is present throughout the year. Staffing levels will need to be increased.

Thanks to the decades of research and conservation conducted by the German Archaeological Institute (DAI), the property and its attributes are in a good state of conservation. According to the additional information provided by the State Party, the mandate of the German Archaeological Institute is set to end in 2021. The State Party indicates that the German Archaeological Institute's involvement in research will continue after this date, but provides no further information on this matter.

ICOMOS notes that the State Party is responsible for the conservation and upkeep of the property, but that the bulk of costs of research, archaeological excavations and conservation are met by the German Archaeological Institute, under an agreement signed with the Turkish Ministry for Culture and Tourism. More information must be provided to establish the basis for planning and implementing the conservation policy and plan if the German Archaeological Institute were to stop providing funding.

ICOMOS considers that the property conservation measures should be stepped up. In view of the limited state of research, ICOMOS recommends continuing the scientific research programmes in a medium and long term perspective, with dedicated funding. The conservation plan must cover both the buffer zone and the management zone, and include a more detailed archaeological programme and the putting in place of a maintenance team present at the site all year round.

## Management

Management structures and processes, including traditional management processes

The institutional structure for implementing protection measures consists of the Turkish Ministry of Culture and Tourism (MoCT) at national level, the Şanlıurfa Regional Council for Conservation of Cultural and Natural

Properties (at regional level), and Şanlıurfa Museum (at local level). The German Archaeological Institute (DAI) and the Site Management Unit will also be empowered to take action at regional and local level.

For the nominated property, the Ministry of Culture and Tourism (MoCT) granted an excavation permit to Şanlıurfa Museum from 1995 to 2006, to the German Archaeological Institute (DAI) and Harran University from 2007 to 2014, and, since 2014, to Şanlıurfa Museum in collaboration with the German Archaeological Institute (DAI). The Minister appoints an inspector in charge of supervising and ensuring that all scientific activities are conducted in accordance with Turkish law. Şanlıurfa Museum is the institution in charge of conservation and storage of the archaeological artefacts.

The Protection of Cultural and Natural Properties Law (Law 2863/1983) states that the excavation director is responsible for repairing, conserving and maintaining the moveable and immovable cultural property discovered during an excavation authorised by the Ministry. For all interventions on the property that are not linked to the excavation and to the research (e.g. any infrastructure projects), the competent authority is the Şanlıurfa Regional Council for Conservation of Cultural and Natural Properties.

Because of the status of the archaeological site, and its recent transformation into a heritage site, the Director of the Şanlıurfa Regional Council for Conservation of Cultural and Natural Properties has been appointed as the Site Manager. An Advisory Board, set up in 2016, examines the draft Management Plan and makes proposals for decision-making and the implementation of the plan. A Coordination and Audit Board, also set up in 2016, examines and approves the draft Master Plan.

An international multi-disciplinary team, directed in collaboration by the German Archaeological Institute and Şanlıurfa Museum, is in charge of the activities of archaeological research, conservation, promotion and site management. Additional training and expertise are provided by the Project's institutional partners, which include Harran University, Ludwig-Maximilian Universität Munich (Germany), Freie Universität Berlin (Germany), University of Applied Sciences Karlsruhe (Germany), McMaster University Toronto (Canada) and the University of Edinburgh (UK). Furthermore, the property is managed by employees of the General Directorate of Cultural Heritage and Museums, the Site Inspector and the staff of Şanlıurfa Museum. Local workers are employed on the excavation site. Four local security guards are employed at the site.

ICOMOS notes that the human resources in terms of personnel actually working onsite at the property outside the excavation seasons are not clearly indicated, except for the four security guards. The presence of a full-time manager based at the site all year round will be necessary, with responsibilities delegated by the official site manager, the Director of the Şanlıurfa Council for

Conservation of Cultural and Natural Heritage.

The additional information provided on 26 February 2018 stresses that efforts are being made to appoint a manager based at the site, who will be responsible for daily inspections of the archaeological monuments, the monitoring of visitor flows, coordination and the efficient implementation of the management system.

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

The management plan was drawn up in 2014, revised in 2016 and finalised in 2017.

The master plan sets out the required conservation measures, and the order of priority. ICOMOS notes however that more details must be provided about how these priorities and programmes will be implemented on the ground (and using which resources). As a matter of priority for the management plan, it is recommended that a full conservation plan be drawn up, with an associated action plan and dedicated financial resources.

The funding for the research project and for management comes mainly from the German Archaeological Institute (DAI) (via the German Research Foundation DFG) and from the Turkish Government.

Further funding resources stem from the Doğuş group, a Turkish holding company which brings together tourism and media companies, and is the official sponsor of the nominated property. Two shuttles for visitor transport have been funded, and a new visitor centre that is under construction. The State Party has stated that conservation measures are now funded by the Doğuş group, in collaboration with the General Directorate of Cultural Heritage and Museums of the Ministry of Culture and Tourism (MoCT) and the German Archaeological Institute (DAI).

In the additional information received on 6 November 2017, the State Party indicates that after the end of the research project in collaboration with the German Archaeological Institute (DAI), new organisations will be sought for the funding of archaeological research, but no further details are provided. More details will be necessary about the prospects of funding specifically dedicated to archaeological research.

More details should be provided about the role of the decision makers and the scope of their action. While for the German Archaeological Institute it is officially stated that the emphasis will be placed on research up to 2021, the sponsorship of the Doğuş group and the composition of the advisory boards seem to be less clearly defined.

The additional information of 26 February 2018 indicates that the sponsorship of the Doğuş group enables it to obtain a reduction in corporate tax and other tax breaks, as the main sponsor of Göbekli Tepe.

ICOMOS considers that the nature of the sponsorship provided by the Doğuş group in the management process requires some clarification. For example, the Doğuş group does not seem to be considered as a major partner in the everyday running of the site, although it is creating a new logo and a new brand identity for the site. In the additional information, the State Party indicates that funding for conservation measures has been requested from the Doğuş group.

ICOMOS notes, however, that there seems to be a contradiction between the central role of the Doğuş group in some aspects of site management, such as communication and the conservation strategy, and its lack of involvement in the management process. ICOMOS considers that it would be useful to clarify the operational aspects of the relationship, in view of the long-term commitment and the importance of the Doğuş group in the sustainable management of the site.

A visitor centre, an interpretation and exhibition centre and parking areas have been set up outside the buffer zone and the nominated property. Inside the property, a rest area, a souvenir shop and service facilities for the personnel have been built.

ICOMOS considers that a detailed tourism management plan will be necessary to ensure the preservation of Outstanding Universal Value and archaeological potential.

The management plan and its implementation must cover not only the site itself, but also its immediate environs and the surrounding region, i.e. the buffer zone and the management zone, given that the development plan is linked to visits to the site.

In its additional information, the State Party indicates that regional and sub-regional plans already exist with sustainable tourism strategies in which the importance of the nominated property and its environment has been identified.

ICOMOS notes that projects that could affect the property's Outstanding Universal Value, such as construction and infrastructure projects (railway, motorway, etc.) inside the boundaries of the property, the buffer zone or the management zone, should be submitted to the World Heritage Centre at the earliest opportunity, in accordance with Paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention*.

The nomination dossier does not describe any intervention plan to deal with foreseeable natural disaster risks (fires, storms, earthquakes) or with climate change. ICOMOS recommends that an appropriate risk preparation strategy should be drawn up for inclusion in the new management plan.

ICOMOS notes with concern the risk associated with the development of tourism, and the associated development of infrastructure around the property. ICOMOS recommends that a tourism strategy should be included in the management plan. All infrastructure development plans must be based on profound respect for, and understanding of, the site and its environs, in order to preserve the character of the place, its singularity and its authenticity.

#### Involvement of the local communities

ICOMOS stresses that the involvement of local communities in the various property management activities, such as the conservation of the environment of the property and the maintenance of the archaeological remains, should be considered.

In the additional information, the State Party indicates that local communities took part in the meetings held by the Site Management Unit and the Ministry of Culture and Tourism (MoCT) ahead of, and during, the preparation of the management plan. The local populations are also represented by the Coordination and Audit Board, and are directly involved in the archaeological field research at Göbekli Tepe. The State Party indicates that a basic socioeconomic study is planned as part of the management plan to assess the needs of local communities, without providing any further details.

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ICOMOS considers that the management plan must be revised, and must include a comprehensive conservation plan (with an associated action plan and dedicated financial resources), as well as a maintenance work plan, a tourism management plan, and a plan for the management of risks (conflicts, natural disasters, climate change).

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## 6 Monitoring

The key indicators for measuring the state of conservation are described in the nomination dossier, along with their periodicity and the location of the records. The monitoring of the property and the implementation of the management plan are performed by the Turkish Ministry of Culture and Tourism (MoCT) at national level, the Şanlıurfa Regional Council for Conservation of Cultural and Natural Properties (at regional level), and Şanlıurfa Museum (at local level). The property is monitored by the Coordination and Audit Board of Şanlıurfa Museum and the German Archaeological Institute (DAI). The Şanlıurfa Regional Council for Conservation of Cultural and Natural Properties is also legally responsible for monitoring and evaluating projects for the conservation of the property. The Ministry of Culture and Tourism (MoCT) has set up a Site Management Unit that is responsible for preparing and monitoring the management plan.

The nomination dossier states that the key indicators for measuring the state of conservation are monitored annually, and that some field evaluations are monitored every two years. In view of the threats relating to the erosion and stability of the structures, ICOMOS considers that the state of conservation of the property should be monitored more frequently.

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ICOMOS considers that the property monitoring system is adequate, but that the monitoring should take place on a more frequent basis.

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## 7 Conclusions

The comparative analysis justifies consideration of this property for the World Heritage List; the nominated property meets criteria (i), (ii) and (iv) but the conditions of integrity and authenticity are extremely fragile.

As the site is being promoted as a major tourist destination in Turkey, infrastructure development projects are planned at Göbekli Tepe and in its environs (railway line, motorway, etc.). Inappropriate developments could adversely affect the property's Outstanding Universal Value, and its attractiveness as a tourist destination. ICOMOS considers that there is a threat amounting to an ascertained danger to the integrity of the property, pursuant to Paragraph 179 of the *Operational Guidelines*. The property faces serious threats which could have damaging effects on its essential characteristics, such as a weak conservation policy and threats resulting from land use projects.

In view of the fragility of the cultural attributes, the threats facing them and the lack of a comprehensive conservation plan (with an associated action plan and dedicated financial resources), ICOMOS considers that the property should be inscribed on the World Heritage List on the basis of criteria (i), (ii) and (iv), and be inscribed simultaneously on the List of World Heritage in Danger. This should be considered as a way of drawing up a master plan so as to include a long-term approach to infrastructure development management in the interest of sustainable tourism, to also include a tourism management plan, and to reassess protection measures so as to preserve the visual identity and the archaeological potential of the nominated property, its buffer zone and its more extensive management zone.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that Göbekli Tepe, Turkey, be inscribed on the World Heritage List on the basis of **criteria (i), (ii) and (iv)**, and be simultaneously inscribed on the List of World Heritage in Danger.

ICOMOS also recommends that the State Party should invite a mission to visit the site as soon as possible, to agree on a desired state of conservation with a view to removing the property from the List of World Heritage in Danger, based on the cultural attributes of Outstanding Universal Value, and which must be achieved by means of a master plan so as to manage the development of infrastructure for sustainable tourism. Above all, it is essential to protect the property from inappropriate development, thanks to planning and “development control”. It is crucial to preserve the character of the place and its singularity, and to reconcile heritage conservation and the demand for development.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

Göbekli Tepe is located in Upper Mesopotamia, a region which saw the emergence of the most ancient farming communities in the world. Monumental structures, interpreted as enclosures, were erected by groups of hunter-gatherers in the Pre-Pottery Neolithic period (10<sup>th</sup>-9<sup>th</sup> millennia BC). The monuments were probably used in connection with public rituals, probably of a funerary nature. Distinctive T-shaped pillars are carved with a rich array of images, mainly of wild animals. Recent excavations have also enabled the identification of a nearby built structure of lesser architectural complexity of what might be termed domestic structures.

**Criterion (i):** The communities that built the monumental megalithic structures of Göbekli Tepe lived at the time of one of the most momentous transitions in human history, from the way of life of hunter-gatherer subsistence to that of the first farmers. These architectural feats bear witness to the creative genius of Pre-Pottery Neolithic societies.

**Criterion (ii):** Göbekli Tepe is one of the first manifestations of human-made monumental architecture, and its building techniques (semi-subterranean architecture with pillars) and its imagery were disseminated and replicated at other sites in the Middle East from the earliest Neolithic periods, PPNA and PPNB, onwards.

**Criterion (iv):** Göbekli Tepe is an outstanding example of an ensemble of monumental megalithic structures illustrating a significant period of human history. The monolithic T-shaped pillars were carved from the adjacent limestone plateau and attest to new levels of architectural and engineering technology. They are

believed to bear witness to the presence of specialised craftsmen, and possibly the emergence of more hierarchical forms of human society.

#### Integrity

Göbekli Tepe contains all the elements necessary for the expression of its Outstanding Universal Value. Recent infrastructure projects are concentrated around the southern boundaries of the management zone. The electricity pylons and the road network are visible, as are the irrigation channels to the south, and a limestone quarry north of the village of Örencik. Future development projects (railway line, motorway) and the increase in tourist numbers likely to be generated are currently causing very serious concern, making the property's integrity vulnerable.

#### Authenticity

The megalithic structures have largely retained the original form and design of their architectural elements, together with numerous decorative elements and craft works that provide an insight into the way of life of the societies that occupied the site. The results of more than twenty years of research and archaeological excavations on the site testify to its authenticity. The excavations under way and their analysis since the mid-1990s also provide a more balanced and detailed view of the relationship between the various aspects of usage and the prehistoric importance of the property. Future development projects and the limited nature of the documentation concerning the buffer zone and the management zone mean that authenticity is vulnerable.

#### Management and protection requirements

Göbekli Tepe is legally protected by Law 2863/1983 on the protection of the cultural and natural environment, amended in 1987 and 2004. In 2005, the tell and the limestone plateau were inscribed as a 1<sup>st</sup> Degree Conservation Area by the decision of the Diyarbakır Council for Conservation of the Cultural and Natural Environment. In 2016, the buffer zone was registered as a 3<sup>rd</sup> Degree Conservation Area, by the decision of the Şanlıurfa Council for Conservation of the Cultural and Natural Heritage.

The institutional framework for the implementation of the protection measures consists at national level of the Ministry of Culture and Tourism, at regional level of the Şanlıurfa Council for Conservation of the Cultural and Natural Heritage, and at local level of Şanlıurfa Museum. Since 2014 the Ministry of Culture and Tourism has granted an excavation permit to Şanlıurfa Museum in collaboration with the German Archaeological Institute (DAI).

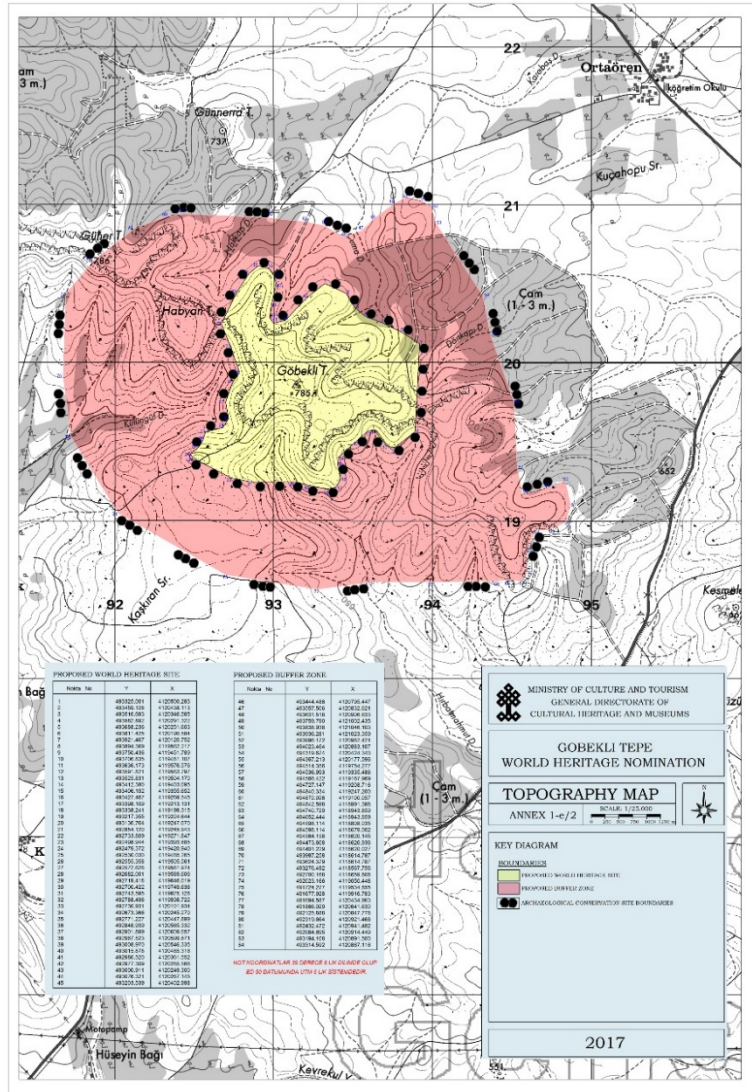
The management plan was drawn up in 2015, revised in 2016 and finalised in 2017. Because of the property's status as an archaeological site and its recent transformation into a heritage site, the Director of Şanlıurfa Council for Conservation of Cultural and Natural Heritage has been appointed as the manager of

the property. An Advisory Board, set up in 2016, examines the management plan and submits proposals for decision-making and the implementation of the plan. A Coordination and Audit Board, also set up in 2016, examines and approves the draft master plan.

#### **Additional recommendations**

ICOMOS also recommends that the State Party give urgent consideration to the following points:

- a) Closely monitor developments around the site that threaten the landscape and visual integrity, and the archaeological potential, of the site. This includes monitoring the visual impact of possible “compulsory infrastructure” and measures to protect the agricultural land in the plain of Harran,
- b) Carry out a study of the impact on the property of the proposed railway line at the site and of its development before its construction, and communicate the study to the World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention*,
- c) Take measures to ensure that the landscape treatment of the irrigation channel, in the management zone and in the south-east of the site, is implemented so as to reduce its visual impact. Options should also be explored to reduce the visual impact of the quarry in the west,
- d) Strengthen the protection measures for the buffer zone by making it into a 1st Degree Conservation Area,
- e) Develop the management plan so as to:
  - o include a full conservation plan (including an associated action plan and dedicated resources),
  - o include a maintenance work plan,
  - o appoint a manager based at the site all year round,
  - o include a long-term approach for the management of infrastructure development. Infrastructure must be adapted to allow for the future development of sustainable tourism, without damaging the site’s Outstanding Universal Value,
  - o finalise the detailed tourism management plan as an important and integral part of the property management system, with a schedule for its implementation,
  - o include a risk preparation plan,
- f) Submit to the World Heritage Centre by 1<sup>st</sup> December 2018 a report on the implementation of the recommendations set out above for examination by the World Heritage Committee at its 43rd session in 2019;



Map showing the boundaries of the nominated property



Aerial view of Göbekli Tepe



Building, 10<sup>th</sup>-9<sup>th</sup> mill. BC