

# ICOMOS

2012

Addendum

## Evaluations of Nominations of Cultural and Mixed Properties to the World Heritage List

**ICOMOS Report for the World Heritage Committee**  
36th ordinary session, Saint Petersburg, June - July 2012

WHC-12/36.COM/INF.8B1.Add



**UNESCO**

World Heritage Convention  
World Heritage Committee

**2012**  
**Addendum**  
**Evaluations of Nominations of Cultural**  
**and Mixed Properties**

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# Tasmanian Wilderness (Australia)

## No 181ter

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### 1 Basic data

**State Party**

Australia

**Name of property**

Tasmanian Wilderness

**Location**

State of Tasmania

**Inscription**

1989

**Brief description**

In a region that has been subjected to severe glaciation, these parks and reserves, with their steep gorges, covering an area of over 1 million ha, constitute one of the last expanses of temperate rainforest in the world. Remains found in limestone caves in the interior attest to the human occupation of the area from the Pleistocene to the end of the Ice Age and near the coast there is evidence of more recent pre-European settlements.

**Date of ICOMOS approval of this report**

14 March 2012

### 2 Issues raised

**Background**

In 1982 and 1989, the Tasmanian Wilderness World Heritage Area (TWWHA) was inscribed on the World Heritage List as a mixed property under cultural criteria (iii), (iv) and (vi), and under all four natural criteria (vii), (viii), (ix) and (x). In 1989 there was an extension of the property, mainly to the north and east. The property then covered 1.38 million hectares, or 20% of the State of Tasmania. There is no buffer zone.

In 2010, an extension to the property covering 21 small areas around the eastern and southern boundaries that are part of national parks or state reserves was approved by the World Heritage Committee (Decision 34 COM 8B.46). At the same time the Committee welcomed the intention of the State Party to add the Southwest Conservation Area south of Melaleuca to Cox Bight to the property when mining licenses have expired, and requested the State Party to ensure that the protection and management of the property within its modified boundaries takes account of past decisions of the World Heritage Committee regarding the state of conservation of the existing property, including the management of threats in the areas adjoining its boundaries.

In its State of Conservation report 2011, the State Party advised that the 21 areas of national park and state reserve approved for addition to the property by the Committee at its 34th session in 2010 are now incorporated in the World Heritage Area and are covered by the Tasmanian Wilderness World Heritage Area Management Plan (TWWHAMP). National environmental law protects the values of the World Heritage property from threats originating both inside and outside its modified boundaries.

**Modification**

The proposed modification is to add the Southwest Conservation Area south of Melaleuca to Cox Bight, an area of 3,810 hectares surrounded by the existing property on all sides except the south, where its boundary is the sea, thus completing the proposal for extension put forward in 2010.

The State Party advises that mining issues have been resolved for the proposed addition as well as for the Adamsfield Conservation Area, which was the last remaining area within the World Heritage property where mineral exploration was permitted under the TWWHAMP. The remaining leases have now been relinquished voluntarily and lessees appropriately compensated by the Tasmanian Government. Tasmania has also introduced administrative processes to ensure that these lands are not included in any future mineral tenement applications and they will be excluded from the operation of the Tasmanian Mineral Resources Development Act 1995 which will formally prevent issue any further mineral licences in these two areas.

The tenure of the area proposed for addition will be changed by legislation from Conservation Area to National Park, to further ensure prohibition of mining and provide protection under the National Parks Act. This legislative change is expected to be in effect by 30 September 2012. A Management Statement for the proposed addition which takes account of World Heritage values is expected to be complete by 30 June 2012, pending its incorporation in the TWWHAMP during review in 2015.

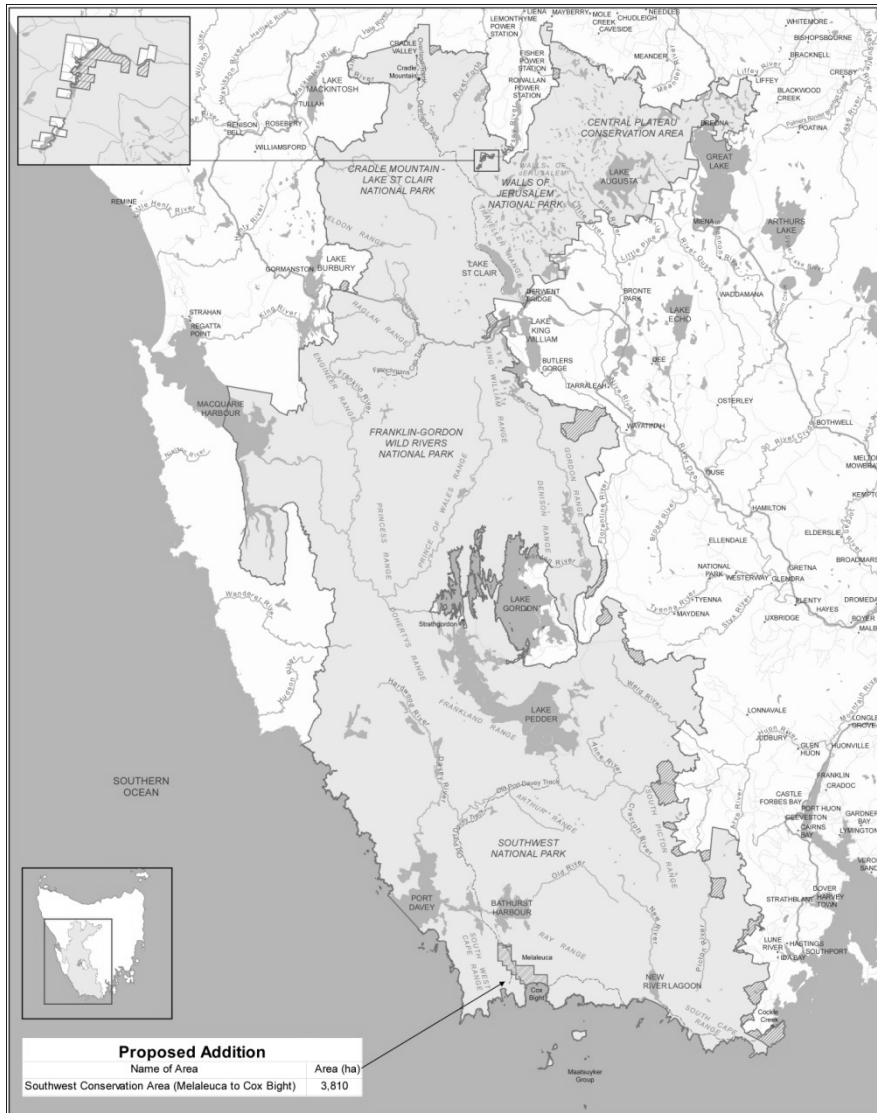
The area now proposed for addition to the property includes cultural sites which complement those already within the property. It includes coastal and other sites of importance to the Aboriginal community as well as the Needwonnee cultural walk, a joint project between the Aboriginal community and the Tasmanian Parks and Wildlife Service. This interpretative walk demonstrates how the Aboriginal community lived in and managed this area, which has importance as the landscape (at Cox Bight south of Melaleuca) that contains the creation story for Tasmanian Aborigines.

ICOMOS considers that the proposed addition is appropriate; supporting and contributing to the Outstanding Universal Value of the property.

### **3 ICOMOS Recommendations**

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed minor modification to the boundary of Tasmanian Wilderness, Australia, be **approved**.



Map showing the revised boundaries of the property

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# Mount Huangshan (China)

## No 547

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### 1 Basic data

**State Party**

People's Republic of China

**Name of property**

Mount Huangshan

**Location**

The City of Huangshan, Anhui Province

**Inscription**

1990

**Brief description**

Huangshan, known as "the loveliest mountain of China", was acclaimed through art and literature during a good part of Chinese history (the Shanshui "mountain and water" style of the mid-16th century). Today it holds the same fascination for visitors, poets, painters and photographers who come in pilgrimage to this enchanting site, renowned for its magnificent scenery made up of many granite peaks and rocks emerging out of a sea of clouds.

**Date of ICOMOS approval of this report**

14 March 2012

### 2 Issues raised

**Background**

The report of a UNESCO systematic monitoring mission to the mixed and natural World Heritage sites in China in 1998 noted that the main conservation concern for site managers apart from the control of tourism was the advance of pine wilt disease throughout eastern China and its progress through Anhui Province. The site management were undertaking strenuous quarantine efforts to limit its entry to the site by banning the importation of untreated timber and only using local seedlings in reforestation. Monitoring for any presence of pine wilt disease was a top priority.

The 2003 Periodic Reporting recorded that A 'Pine Wood Nematode Control' programme had invested about US\$ 150,000 for preventive measures, involving 100 people.'

The existing buffer zone as shown in maps provided with the request by the State Party covers 14,200 ha and surrounds the property of 15,400 ha. According to the State Party the area of the property is now updated to 16,060 ha as a result of computerised measurement. The buffer zone covers adjacent hillsides around the

property and highways leading into the property. It encloses villages at four locations along the property boundary and a nunnery outside the property to the north but a small section of the property boundary along the east side through Wuniguan village is not enclosed by the buffer zone.

**Modification**

The current request is for extension of the buffer zone in order to cover the 4km isolation zone for control of the pine wood nematode disease. The proposed new buffer zone boundary completely surrounds the property and existing buffer zone and encloses five towns (Tangkou, Tanjiaqiao, Sankou, Gengcheng and Jiaocun) and Yanghu Tree Farm along their administrative boundaries, to encompass an area of 49,000 ha; nearly four times the existing buffer zone. These areas are currently under the jurisdiction of Huangshan District.

It is also proposed as justification that "the unity of the buffer boundaries and administrative boundaries helps clarify the responsibilities of the buffer zone management, and enhance the feasibility of the management measures, such as the protection of resources and environment, tourism development and the coordinated development of the community".

The State Party contends that the enlarged buffer zone will contribute to the maintenance of the outstanding universal value of the property through enabling unified management to control negative impacts on the property. It is protected under National Park management regulations and the Master Plan of Huangshan National Park, which was approved by China's State Council in 2007 and registers 16,060 ha as the core area of Huangshan National Park and 49,000 ha as the buffer zone. The Special Plan for Huangshan Buffer Zone is being prepared by Huangshan District government for coordinating the functional arrangements of resource protection, tourism service facilities, traffic and other aspects of the buffer zone aimed at avoiding conflicts and duplications of constructions.

While ICOMOS is not against the extension of the buffer zone it considers that the proposal has been drafted from a natural perspective only. No information is given on any cultural components of the buffer zone and no photographs have been provided by the State Party.

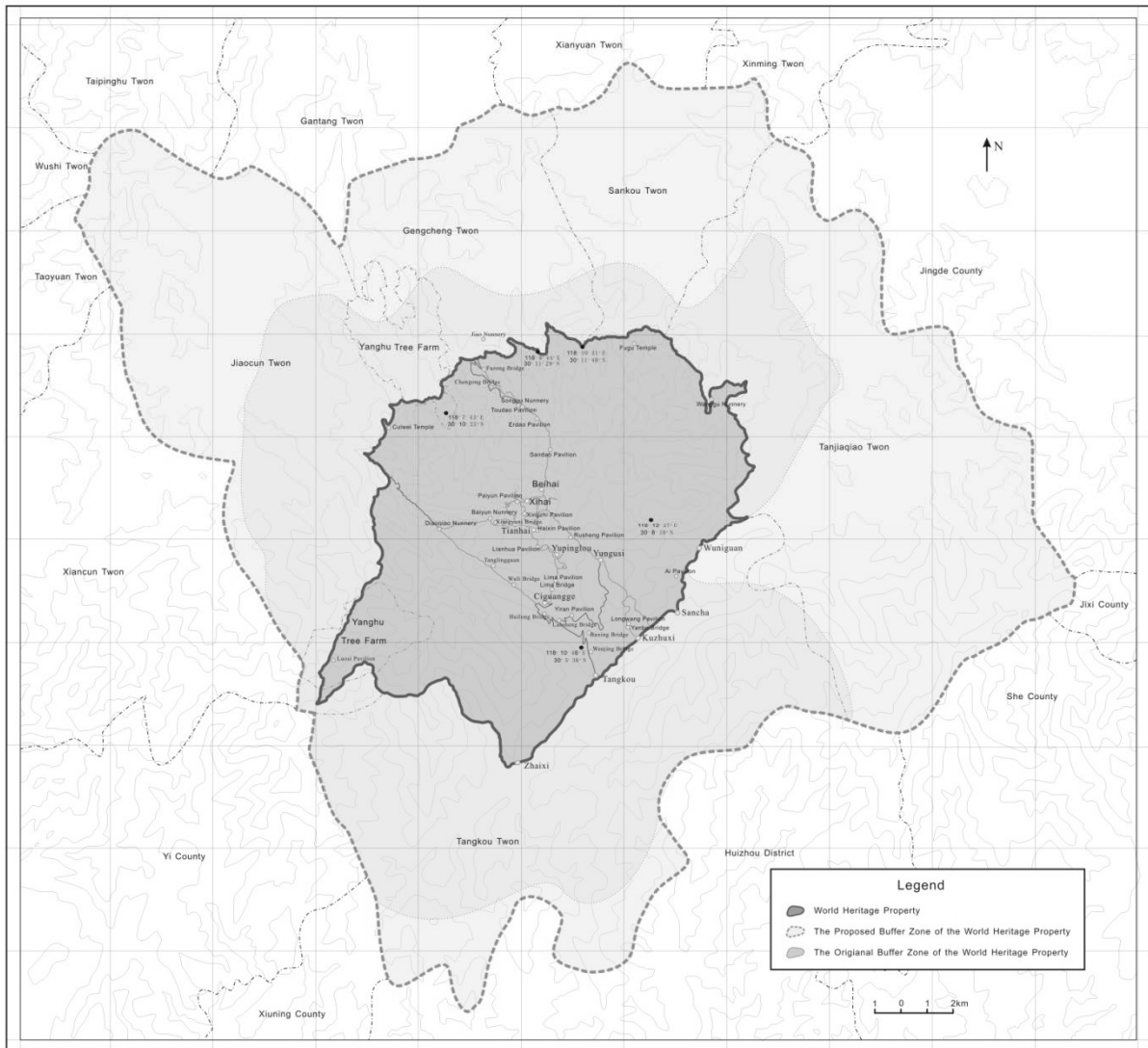
ICOMOS considers that there is insufficient information about the need for the enlarged buffer zone in relation to the cultural values. ICOMOS notes that no details are given as to how development will be controlled in the buffer zone by the Special Plan for Huangshan Buffer Zone.

### **3 ICOMOS Recommendations**

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed buffer zone for Mount Huangshan, China, be **approved**.

ICOMOS further recommends that the State Party be requested to provide descriptive information on the proposed buffer zone extension in relation to cultural values and to provide information regarding the controls applicable to development in the Special Plan for Huangshan Buffer Zone.



Map showing the revised boundaries of the buffer zone

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# Grand-Bassam (Côte d'Ivoire) No 1322rev

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## Official name as proposed by the State Party

Historic town of Grand-Bassam

## Location

Grand-Bassam Department  
Southern Comoé region  
Republic of Côte d'Ivoire

## Brief description

The historic town of Grand-Bassam is an example of a colonial town built at the end of the 19th century and during the early 20th century. It follows a planning concept based on the specialisation of quarters for commerce, administration, housing for Europeans and housing for Africans. It embodies, on the one hand, colonial architecture and town planning, based on the principles of functionalism and hygiene, and adapted to climatic conditions, and, on the other hand, an African village which demonstrates the permanency of indigenous cultures. Grand-Bassam was the first colonial capital, and the most important port, economic centre and legal centre of Côte d'Ivoire; it bears witness to the complex social relations between Europeans and Africans, and then to the popular movement in favour of independence.

## Category of property

In terms of categories of cultural properties, as defined in Article 1 of the World Heritage Convention of 1972, this is a *group of buildings*.

## 1 Basic data

### Included in the Tentative List

29 November 2006

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

2010

### Date received by World Heritage Centre

1st February 2008

30 January 2012

## Background

This is a referred back nomination. An initial nomination dossier was examined by the World Heritage Committee at its 33rd session (Seville, 2009).

The World Heritage Committee adopted the following decision:

Decision 33 COM 8B.11:

*The World Heritage Committee,*

1. *Having examined Documents WHC-09/33.COM/8B and WHC-09/33.COM/INF.8B1,*

2. *Refers the nomination of the Historic town of Grand-Bassam, Côte d'Ivoire, back to the State Party to allow it to:*

- a) Include the N'zima village, wholly or partially, in the nominated property, in order to fully express its value;*
- b) Extend the buffer zone so as to make it into a single area;*
- c) Complete the comparative analysis by considering colonial urban planning more widely, primarily and in general on the African continent, at comparable periods;*
- d) Complete and confirm the legal measures and the bodies in charge of the preservation of the property, particularly the Building Permits Commission and the powers of the Cultural Heritage Centre;*
- e) Strengthen the practical and operational dimensions of the Conservation and Management Plan by adding a detailed inventory of the works to be carried out and a timetable of priority actions in order to guarantee the conservation of the property;*
- f) Confirm the setting up of the Operational Management Agency of the property and guarantee its material and human resources;*
- g) Define operational indicators (in addition to the current monitoring indicators), corresponding to precise, periodic, and quantified monitoring actions, by considering international standards in this area; and ensure that skilled personnel are present to implement these actions.*

The State Party submitted a revised nomination dossier in January 2012.

## Consultations

ICOMOS has consulted its International Scientific Committees on Historic Towns and Villages, 20th Century Heritage, and Shared Built Heritage.

## Literature consulted (selection)

Atger, Paul, *La France en Côte d'Ivoire de 1843 à 1893*, Dakar, 1962.

Ministère des Affaires culturelles, *L'Architecture coloniale en Côte d'Ivoire*, Abidjan, 1985.

Direction et contrôle des grands travaux, *Mise en valeur de la ville historique de Grand-Bassam*, Abidjan, 1990.

Fondation Borremans, *Grand-Bassam, Atlas d'un patrimoine en détresse*, Lomé, 2004.

Agbroffi, Diama, *Village N'zima de Grand-Bassam dans la cité coloniale: permanence et évolution...*, Université de Bouaké [2011].



### Technical Evaluation Mission

As this nomination has been referred back, ICOMOS has not organised a new technical evaluation mission.

### Additional information requested and received from the State Party

None

### Date of ICOMOS approval of this report

14 March 2012

## 2 The property

### Description

The nominated property consists of two separate parts, of very different size: the larger is the eastern part of the coastal barrier of Grand-Bassam, which underwent urban development during the colonial period (late 19th – mid-20th century); the smaller is formed by the lighthouse located on high ground on the peninsula between the lagoon and the River Comoé.

The town underwent an overarching urban development programme intended to establish the functional structure of the town at the turn of the 19th and 20th centuries, most of which was in place before World War I. As a result, the town has a continuous street network with wide avenues, usually lined with trees, a grid network of secondary roads, and regular plots in quarters with clearly assigned functions.

Twenty buildings inside the property are included on the National Cultural Heritage List, including the lighthouse and a building on the Quai du Petit Paris, in the part lying north of the lagoon. The others are located in the developed part of the coastal barrier. The State Party has listed between 32 and 35 buildings (depending on the source) which are of “heritage interest” inside the property, and these include the 20 mentioned above. Six of these buildings (or five, depending on the source) are designated as “outstanding buildings” because of their architectural qualities or their important historic role. The other buildings of heritage interest are presented as being included on a list, additional to the previous one, of 26 or 27 “noteworthy buildings” (depending on the source). Finally, around a hundred buildings in various zones are considered to be “ordinary” heritage buildings, in the sense that their characteristics are repetitive and relatively commonplace in the urban fabric, but that their maintenance and protection are deemed necessary to ensure the continuity of the urban landscape and the expression of its value.

#### Part 1

The main part of the property forms a continuous strip of land 2.2 km long and approximately 400 metres wide. Its structure is determined by its geographical situation as a coastal barrier, which gives rise to common features in the various urban zones: the alluvial nature of the soil, a continuous beach to the south, a front forming a slight

ledge along the lagoon to the north, and substantial plant coverage which gives a general impression of greenery to the urban site.

This urban part corresponds to the historic colonial town and to the N'zima village which extends the town to the east. It is bounded to the west by the colonial cemetery, to the south by the Atlantic Ocean, and to the east by the River Comoé, which formerly flowed into the sea at this point, but is today becoming silted up. It is completed in the north by a rectangular portion of the lagoon, next to the bridge (Pont de la Victoire) as far as the continental quarter of Petit-Paris, which is included in the property.

The urban, architectural and landscape characteristics of Grand-Bassam are linked to its foundation and to its development during the French colonial period, and to the associated development of an African village. The town was the first colonial capital of Côte d'Ivoire and the starting point for French influence in the region, and then became the political capital, and an economic and legal centre. The town was also an active port, using a large sea wharf and a wharf on the lagoon. The wharves have now disappeared, except for some traces of the narrow gauge railway lines which kept them supplied (see History).

The historic town is subdivided into four distinctive zones as follows, from west to east: the residential zone (1), the administrative quarter (2), the commercial quarter (3) and the N'zima village (4). These zones reflect the colonial urban planning layout which gradually extended outwards from Fort Nemours, which has today disappeared, but which was the first hub of French presence in the region.

The urban planning in the European part uses a grid layout, with adaptations and densities which are specific to each of the three quarters. It has one homogeneity for the commercial zone and another for all the administrative and residential areas. The main road network inside the property is around a dozen kilometres in length, of which one-third is asphalted, the other streets being cobbled or of stabilised earth; the pavements and verges of the streets in the administrative and residential quarters are usually turfed.

The residential quarter (zone no. 1) is a westerly extension of the administrative quarter. It forms part of the same urban development programme and was carried out in parallel. In a surface area of some 30 ha, it comprises 53 plots and about 130 buildings, including 9 hotel complexes. Its housing density today is still relatively moderate, with considerable space being left to the tree plantations in the streets and gardens. It features colonial long town houses, with lateral galleries that create an ingenious form of natural ventilation. These typical houses have facades with columns, and large wooden slatted shutters. In many cases, they also have well conserved gardens, and boundary screen walls or walls with moulded reinforced concrete motifs. This quarter also includes some colonial public buildings: an officers' mess, a hospital and a regional school. The officers' mess is

mentioned as an outstanding building, and four other noteworthy buildings are also mentioned.

The administrative quarter (zone no. 2) was planned from 1909 onwards, in an area of land of some 23 ha, for the construction of the public services and administration buildings of the colony. The plots here are large, rectangular, and spacious, including a large number of gardens with trees. The average built area is only 30% of the total area of the plot. The road network branches out from the Boulevard Treich-Laplène, a central thoroughfare running parallel to the axis of the lagoon, along which are sited the main public buildings. Plantations in the form of lines of trees remain along part of the avenues and the lagoon front, particularly in the area near the bridge. The ensemble bears witness to considerations of hygiene, and a vision of the colonial urban landscape as vast, spacious, and with buildings surrounded by greenery.

The administrative quarter is richly endowed with colonial public buildings: sixteen buildings are on the National Heritage List, four of which are listed as outstanding and six as noteworthy. Those listed as outstanding are as follows:

- The former Governor's Palace (1893), which is today the National Costume Museum;
- the Post Office and the Customs House (1894), today the Cultural Heritage Centre of Grand-Bassam;
- the Courthouse (1911);
- the former Treasury House, today the Bishop's Palace.

Some ten noteworthy buildings are also indicated, including the Prefecture, the Church and the Presbytery, the Town Hall, and the premises of former French private companies. These buildings are generally aligned, two metres from the street; in most cases they have a long central block surrounded by verandas and galleries, with huge slatted shutters for temperature control. The very sober and functional appearance of the veranda facades produces a colonial style that is specific to Grand-Bassam

The historic commercial quarter (zone no. 3) is the oldest part of Grand-Bassam; its urban plan dates from the second half of the 19th century. To the east it connects with the African N'zima village through the Rue Abyssa and the Place Abyssa. Built in a sandy area of around 15 hectares, it has a close grid layout with plots that are usually square in shape. For many years this area was the centre of colonial commerce in Côte d'Ivoire, which resulted in the construction of typical large houses, with a warehouse on the ground floor and private residential accommodation on one or two floors above. Around ten buildings in this quarter have been accorded the status of 'noteworthy buildings' and the Ganamet House is listed as 'outstanding.' The houses concerned mostly date from the 1920–30 period. This area contains 118 main buildings and 38 ancillary buildings.

Today, this quarter has lost its original commercial function. It is mostly given over to urban housing for middle class or poor people. The lagoon front has several hotels and restaurants. This quarter has no public green space or urban planting, except at the edge of the beach and the administrative quarter. This area has a shrub barrier as protection against the Atlantic Ocean.

The N'zima village (zone n°4) today covers an area of just over 10 ha. The village existed before colonisation, and was inhabited by the local N'zima people. It was then reconstituted and extended, as the colonial urban planning project was implemented, to accommodate the Ivorian labour force necessary for the construction and functioning of Grand-Bassam. The N'zima village is immediately adjacent to the European capital, and it has always been very densely occupied. It was laid out in lots from 1908, as an immediate extension of the European commercial quarter and its grid network of wide streets. The sector laid out in lots includes public spaces such as the Place and Boulevard de l'Abyssa (at the edge of the commercial quarter), where the traditional ceremonies of the N'zima were held. This zone also includes the Sider and Gros Lot monuments, both of which are dedicated to N'zima dances.

The most easterly part of the village initially remained an area which was not laid out in lots by the colonial authorities, which enabled urban development along narrow and winding alleyways. At the end of this part is located the vestigial part of Bouakey, the sacred wood of the N'zima, the fishermen's area and two spaces used for fish smoking.

The traditional housing of the N'zima village is typical of African buildings in this region, constructed of wood and plant material. The concessions in the most easterly area clearly express the convivial appropriation of the space. They include for example the owner's house, the women's house, the foreigner's house, a collective veranda, a prayer area, and a courtyard with a well.

## Part 2

The lighthouse is situated on a slight continental promontory, in the midst of the current urban expansion of Grand-Bassam. It is a round masonry tower 17 m high, and has a rectangular base, also made of masonry, with a terrace roof. Built in 1913-1914, it is typical of the marine infrastructure created by French colonisation. It overlooked the approach to the ocean wharf, and it ceased to operate in the 1950s, when Grand-Bassam was supplanted as the major port by Port-Bouët.

ICOMOS considers that all buildings and monuments recorded in the local inventory of "buildings of heritage interest" should be included on the National Cultural Heritage List. Furthermore, the approach to these different levels of recognition remains solely centred on the architecture of buildings; it should also focus on other types of properties, some of which play a major symbolic or historic role, such as the Pont de la Victoire bridge, the

Sacred Wood of N'zima, and monuments dedicated to dances.

### History and development

The name Bassam is believed to have originated from the African term *Alsam*, which an ancient migrating people gave to the mouth of the River Comoé. Several other peoples succeeded each other in the same location, including the Abouré, probably in the 13th century, followed by the Bétibé and N'zima in the late 15th century and early 16th century. The N'zima of Grand-Bassam are a people belonging to the Akans group. They are made up of clans that share a major cultural event: the ceremony of Abyssa or Koumdoum. This is both a sacred dance and a ritual celebration which lasts for a week, in the autumn, when the palm seeds mature and fall to the ground. A small part of the original c 40m<sup>2</sup> sacred wood survives in the heart of the village.

There were many shopkeepers amongst the N'zima, whose activity expanded through contact with the succession of European merchants who arrived on the coasts of Western Africa (Portuguese, Dutch, British and French). The region bears the imprint of its integration into the slave trade economy, but it remained a region of fishing and sea salt activities.

At a time of colonial rivalry between the French and the British in the mid-19th century, the French signed in 1842 the first protectorate treaty with *Attékeblé*, the king of the Grand-Bassam region and of the *Abouré* populations. He authorised the French to build a defensive work, Fort Nemours, on the coastal barrier at the entrance to the river (1843). The fort housed a trading post and a small hospital. In subsequent years, other treaties bolstered the French presence, which then became exclusive, alongside the local population of fishermen and shopkeepers.

Feeling themselves to be shut in, the *Abourés* and their allies the *Tchama* made war against the French from 1849 to 1853. Fort Nemours was besieged; an expeditionary corps under the orders of Faidherbe was sent out, and this finally led to the strengthening of the French presence.

Despite an initial deadly outbreak of yellow fever which decimated the Europeans (1862), French merchants begin to set up operations close to the fort. They included Arthur Verdier, an emblematic figure of this period. Verdier became the first *Résident* (French governor) of the *Côte d'Or* (the first French name given to Côte d'Ivoire), in 1870–80. He opposed the influence of the British, successfully launched coffee-growing, encouraged the setting up of trading posts, and set up an educational establishment.

At the end of the 1880s, French influence was gradually extended into the interior of the country, at a time when the Treaty of Berlin determined how Africa would be divided up between the European nations (1885). Grand-Bassam was a base for the exploration of Western Africa by the colonisers, such as the many missions of Treich-

Laplène in the 1880s and the expedition of Louis Binger (1887-1889). Grand-Bassam was made the capital of the *Résidence* of French settlements in the region, and then the capital of the *Colonie de Côte d'Ivoire* from 1893 onwards. It thus became a major centre of the French colonial presence in Western Africa.

In addition to the first commercial establishments, built in wood around Fort Nemours, the first public buildings made of stone appeared (in the 1890s), and an overarching colonial planning project was then put in place (1908-1909). A large French administration was established at Grand-Bassam. Internal commercial transport took place via the three rivers which flowed into the lagoons of the Grand-Bassam region. Canals were dug between the lagoons, forming a waterway network more than 300 km in length.

A large African population was thus drawn towards the town that was being built, coming from the interior of the country, from other French colonies, and also from countries such as Congo and Sierra Leone. In 1899, a disastrous epidemic of yellow fever wiped out three-quarters of the population. The contaminated houses were burnt down. Grand-Bassam was for this reason considered to be unhealthy and short of space for more substantial development. Although its function as a colonial capital was challenged, a function which it was to progressively lose, it remained the economic capital of Côte d'Ivoire.

However, the real international economic flowering of the town was hindered by the question of the ocean barrier, which made it difficult to load and unload vessels anchored in the waters of the gulf. The construction of a first wharf 177m long, completed in 1901, resolved the question, and a very sharp increase in trade resulted. The wharf was however damaged by the tidal waves of 1910 and 1911. Construction of a second wharf was begun, but it was overwhelmed from 1923 onwards, when the first wharf became unusable because of damage caused by the ocean. The port infrastructure was completed by a wharf on the lagoon. Grand-Bassam became one of the largest ports in Africa for timber. In 1928, the Pont de la Victoire bridge, crossing the lagoon, was opened.

The construction and urban development of the coastal zone continued vigorously before and after World War I. The whole of the urban plan had been completed by the start of the 1920s. The colonial power for Côte d'Ivoire decided to build a third wharf, but further west at Port-Bouët (1931), close to Abidjan, the new *Résidence* of Côte d'Ivoire (1934). This extremely efficient infrastructure breached the economic pre-eminence of Grand-Bassam, the decline of which continued inexorably until World War II.

After World War II, Grand-Bassam specialised in handling timber, and it was also a port of call for ocean liners, but its port activities came to an end in 1951 when the wharf was decommissioned. Damaged by the ocean, it was finally

destroyed by the tidal wave of 1965. The merchants left the town in the early 1950s, moving to Abidjan where a deep-water port had just been opened.

Grand-Bassam is exemplary as an expression of the complex colonial relations between Africans and Europeans. It was at Grand-Bassam that the anti-colonialist combatants of the Rassemblement Démocratique Africain were imprisoned in 1949, and it was also where their trial took place, together with the celebrated women's march organised to demand their release. The colonial judiciary function was transferred to Abidjan in 1954. When independence was gained in 1960, Grand-Bassam became the centre of an administrative area. Today it is a major tourist and cultural destination in Côte d'Ivoire, particularly for the inhabitants of Abidjan.

The issue of the conservation and restoration of Grand-Bassam was considered by the Ivorian public authorities at the end of the 1970s. The restoration of the Governor's Palace and its conversion into the National Costume Museum dates from this period. The museum was completed in 1981. It was not, however, until the 1990s that further efforts were made to increase public awareness: a series of buildings in Grand-Bassam were inscribed on the national cultural heritage list, and a second key project was carried out with the conversion of the former Post Office and Customs building into a Cultural Heritage Centre (2003). Mention should also be made of the recent conversion of two markets into a cultural centre and a library, and the restoration of the Bishop's Palace and the former Officers' Mess.

### 3 Outstanding universal value, integrity and authenticity

#### Comparative analysis

In the revised nomination dossier, the State Party first makes a comparison at national level with the town of *Grand-Lahou*, which is also the result of French colonisation at the same period. Further to the west, Grand-Lahou has a similar geographic location, on the coastal barrier, at the mouth of the River Bandama, and a history which parallels that of Grand-Bassam as a commercial, military and administrative hub. Its urban planning is very similar to that of Grand-Bassam, but the town was abandoned (1975) and its colonial heritage is today in ruins. Furthermore, the economic role and port function of Grand-Lahou never equalled that of Grand-Bassam, and it remained merely a regional hub, without ever assuming the same importance. It never took on a major political or administrative role.

In a regional and African context, several colonial towns are mentioned: the Island of Saint-Louis (Senegal, 2000, criteria (ii) and (iv)), which was also built by the French colonial power in similar historic conditions. The properties are both coastal towns with the function of administrative capital at the end of the 19th century. Saint-Louis has a homogeneous square plan, arranged around a large

central square. The functions of administration, housing, and commerce are mixed up inside the town, with no quarters specifically dedicated to them. Grand-Bassam is original in its planning scheme, having four quarters with clearly separate functions. The architecture of Saint-Louis includes private houses with patios and large public buildings influenced by styles in metropolitan France, such as Modern Art and Neo-Classicism. There are also houses with a first-floor gallery, as at Grand-Bassam, but these are far fewer in number. In this respect, Grand-Bassam clearly has architectural specificity, through the sober and systematic functional approach of the houses with galleries and verandas.

Their subsequent fates as colonial capital are similar, as both gradually declined as they were supplanted by a new city, of later date, which was better situated in geographical terms. However, Saint-Louis did not experience the same degree of economic and commercial development as Grand-Bassam.

The Stone Town of Zanzibar (Tanzania, 2000, criteria (ii), (iii) and (vi)) was also a coastal colonial capital and a trading metropolis in Eastern Africa. It has retained its urban fabric and landscape almost intact, as at Grand-Bassam. However, the architectural and urban styles are different, and have neither the same origins nor the same historic references.

Lamu Old Town in Kenya (2001, criteria (ii), (iii) and (iv)) has an extremely authentic urban fabric which bears witness to the direct influence of European architecture. It is also an important religious capital. The town plan however bears no relation to that of Grand-Bassam and the architectural specificities are different.

The Town of Porto-Novo in Benin was also a colonial capital, and it has retained a relatively intact colonial and urban fabric, with strong expression of local cultural values.

In an international context, the State Party mentions two other port capitals. The first is the Historic Quarter of the Seaport City of Valparaiso in Chile (2003, criteria (iii)), which became the most important seaport on the Pacific coast of South America during the 19th century. The two towns still have large quarters given over to trade and the associated services. At Valparaiso there is the same specialisation of quarters: commerce, port, industry, and housing. Valparaiso, like Grand-Bassam with the abandonment of its wharf, underwent a major economic decline following the opening of the Panama Canal. The geographic setting and architectural traditions of Valparaiso are furthermore profoundly different. The urban and social history of the two towns in the 20th century are also different.

Historic Bridgetown and its Garrison (Barbados, 2011, criteria (ii), (iii) and (iv)) is a British colonial capital in the Caribbean region. It is simultaneously an important commercial hub, an administrative capital and a garrison town. The town has many vestiges of the port,

warehouses and trading houses. While Bridgetown has specialised quarters as at Grand-Bassam, it has no grid network of streets, nor any overall urban planning scheme. Furthermore, social evolution in this region has tended towards a mixed culture leading to the synthetic development of a new lifestyle: Creole language, local architecture, etc., which makes it different from Grand-Bassam.

ICOMOS considers that the revised comparative analysis takes into account most of point c) of the World Heritage Committee decision 33 COM 8B.11. It adopts a relatively synthetic approach, but which deals well with the comparable elements and the specific qualities of the property: the specialisation of quarters as a result of a vast overall planning scheme, and an original functionalist architecture. It was also necessary however to extend the comparison further, to include the architecture and urban programmes of the French colonial period, as at Tunis, Algiers, Rabat, etc.

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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 the Outstanding Universal Value**

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

- It was the most important town in commercial terms, and the economic dynamo, of the territory of French trading posts in the Gulf of Guinea which preceded modern Côte d'Ivoire.
- It was the first political capital of what was to become Côte d'Ivoire. Its administrative, political and economic power made it extremely attractive to populations from all areas of Africa, from Europe and from the Mediterranean Levant.
- Grand-Bassam is one of the places which played a pioneering role in the popular social movements in Africa which led to decolonisation.
- It is a cosmopolitan and multicultural town, in which the traditions and lifestyles of local populations have been preserved.
- The town is a remarkable example of a colonial plan based on the functional and social separation of the different quarters: commercial, administrative, residential and indigenous.
- The architecture has specific characteristics which clearly indicate functional adaptation to the climate: a long, narrow rectangular plan, rooms with a double outlook, the presence of large verandas with large slatted shutters and galleries, etc.
- The N'zima village bears witness to the continuing existence of its cultural traditions, such as the Abyssa ceremony, and more generally to the importance of the African part of the colonial town. It also demonstrates a typical plan of plot occupation, with a variety of vernacular buildings.

ICOMOS considers that this justification is appropriate, particularly because of the urban organisation into four quarters with clearly separate functions. This is a good illustration of the coherence of the colonial project for the first capital of Côte d'Ivoire. Grand-Bassam is also a place in which a particular functional architectural typology of colonial buildings developed, featuring galleries with verandas and a dense plant environment, based on the principles of hygiene. Furthermore, the N'zima village and its urban, vernacular and symbolic elements express the permanency of the cultural values of the indigenous populations who were associated in the development of the capital. A cosmopolitan town which played an important economic role over a long period of time, Grand-Bassam was one of the pioneering places which gave rise to the popular movements that ultimately led to decolonisation.

#### **Integrity and authenticity**

##### **Integrity**

The integrity of the historic site, in the sense of a colonial town whose apogee came in 1920-1930, should be considered mainly from the urban, architectural and environmental viewpoints. These aspects of the town are satisfactory with regard to the street network, and the conservation of the initial plots, both in the European quarters and in the N'zima village. There has not been any significant urban pressure inside the property, which has conserved a large number of its original buildings. The built heritage has not been greatly altered. A significant proportion of the rows of plants and turfed pavements has been conserved. The same applies to the gardens of the buildings in the administrative and residential quarters. The urban landscape broadly corresponds to what it was at the apogee of the colonial town.

It should however be noted that the military dimension of Grand-Bassam has not existed since 1910, when Fort Nemours was destroyed. The port dimension, symbolised by the successive wharves, disappeared completely in 1965. Of this dimension, only the lighthouse remains, together with the commercial quarter.

The architectural integrity of the buildings is often mediocre or poor, particularly in the commercial quarter where many houses have been abandoned. Certain noteworthy buildings, such as the Aka house and the former Hôtel de France are in a very poor condition.

The environment next to the lagoons and beaches has been altered by the presence of a large number of tourism facilities.

ICOMOS considers that the integrity of the urban fabric is generally good. The property includes sufficiently large ensembles of characteristic built structures to enable them to be well understood. However, the architectural integrity of the buildings is under threat in many cases, because of abandonment and lack of maintenance. The integrity of

the urban landscape is under threat from the pressure for property linked to beach tourism.

#### Authenticity

The historic town of today has retained most of its initial fabric, substantial planted elements reflecting the original layout, and its main architectural characteristics. The authenticity of the urban design and its architectural forms is acceptable, even though the built structure is sometimes in poor condition, and in some cases in ruins. The authenticity of individual buildings is generally good, even though some individual repair interventions have failed to conform with the original materials or forms, particularly in the commercial quarter and in the N'zima village. The authenticity of some important buildings at Grand-Bassam has been adversely affected by alterations which do not fully or sufficiently respect the heritage, as at the Treich-Laplène House and the Ketouré House. However, in many important cases, public buildings have been well conserved, respecting the original volumes and facades, and some streets appear to be completely authentic, for example the Rue du Lieutenant-Welfe.

In terms of use, three of the four quarters retain activities which are identical, or similar, to those of the colonial period: the residential zone, the administrative zone (regional and local) and the N'zima village. The commercial quarter however has lost its original activity, and is caught up in the slow process of urban housing rehabilitation still under way. The lighthouse is a relic building.

The original construction materials are often still in place (metal structures, masonry). There is pressure to use new materials, particularly in some housing rehabilitation programmes.

The expression of the authenticity of the property is adversely impacted near the beaches by a proliferation of constructions linked to tourism activities.

ICOMOS considers that the overall authenticity of the property is acceptable. It remains fragile however, because of the number of buildings which have been poorly restored or abandoned, as there is scant and inadequate control of the reuse of buildings for housing or tourism activities.

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ICOMOS considers that, despite a certain degree of vulnerability, 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 civilization which is living or which has disappeared;*

This criterion is justified by the State Party on the grounds that Grand-Bassam bears exceptionally clear

and complete witness to a colonial tradition of cohabitation between Europeans and Africans. With its urban planning based on clearly identified quarters for the administration, European housing, commercial activities and the indigenous N'zima village, and with its urban landscapes, its monuments and its symbolic places, the town presents all the elements of the complete functioning of the colonial system from 1880 to the post-World War II period. It bears witness to the very different lifestyles of Africans and Europeans in the same ensemble, but is also a remarkable example of cohabitation. Through its attractive role, Grand-Bassam has furthermore played an important part as a melting pot of African populations from all over Western Africa and of populations from the Middle East.

ICOMOS considers that Grand-Bassam bears witness, through its well preserved urban organisation, to an important cultural tradition linked to its role as a colonial capital, an administrative centre for the former AOF (Afrique occidentale française) and a regional commercial hub. From the 1880s to the 1950s, the town brought together various African, European and Middle Eastern populations. Cohabitation between them was harmonious but at the same time conflictual.

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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 Historic Town of Grand-Bassam constitutes an outstanding urban and architectural ensemble, located in a relatively unfavourable lagoon region. It is distinctive because of its planning scheme based on quarters given over to specific and complementary functions. Its colonial town planning makes use of wide tree-lined streets, functional houses with galleries and verandas which are remarkably well adapted to tropical conditions, and a large number of gardens. The N'zima village bears witness to the permanency of the cultural and symbolic values of African peoples in contact with Europeans. The various facets of the urban landscape of Grand-Bassam are an expression of colonial and African cohabitation, but also of the meeting of different civilisations in the commercial quarter. The urban and architectural ensembles which express these values are particularly characteristic and homogeneous.

ICOMOS considers that Grand-Bassam does indeed constitute an outstanding example of rational colonial town planning, with its specialised quarters in an overall urban network in which vegetation has an important role. The colonial architecture is characterised by a sober and functional style, using principles of hygiene adapted to a tropical location. The organisation of the vernacular house in the N'zima village echoes this approach, expressing the permanency of indigenous values.

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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 criteria (iii) and (iv), and that outstanding universal value has been demonstrated.

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

Grand-Bassam was the first political, administrative and economic capital of Côte d'Ivoire, established as a result of French colonisation, from the end of the 19th century to the middle of the 20th century. Today it includes the following constitutive elements:

- The town is a remarkable example of a colonial plan based on the functional and social separation of the different quarters: commercial, administrative, residential, and indigenous.
- The application of European principles of hygiene to the geographic and climatic situation has given rise to a network of wide, tree-lined streets, and to a large number of green spaces and private gardens.
- The town has preserved most of the colonial buildings which bear witness to its past political and administrative activities, and the places which refer to its memory and traditions: Pont de la Victoire bridge, Place de l'Abyssa, the vestige of the sacred wood, etc.
- The former commercial and maritime activity is today represented by the almost complete presence of its former commercial and business quarter. The lighthouse is the last vestige of the port infrastructures to have maintained its integrity.
- The colonial architecture has clearly distinguished and specific characteristics reflecting functional adaptation to the climatic conditions: a long and narrow rectangular plan, rooms with a double outlook, and the presence of large verandas with large slatted shutters and galleries, etc.
- The N'zima village bears witness to the continuing existence of its cultural traditions, such as the ceremony of Abyssa, and more generally the importance of the African part of the town. It also illustrates a standard type of plot occupation with its various vernacular constructions.

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

##### **Development pressures**

Urban development pressure is clearly present along the lagoon, with the construction of new private buildings for residential or tourism purposes. To the south, the beaches of the Atlantic coast and the surrounding area are occupied by many tourism facilities.

Social pressure clearly exists in the former commercial quarter, characterised by illegal occupations of abandoned buildings and warehouses. In the case of residential buildings rented out by the owners in the normal way, there is a clear tendency towards

overcrowding, combined with a general lack of maintenance. Pauperisation of the quarter is in progress. One of its consequences is the appearance of uncontrolled tipping of waste, which contributes to the deterioration of the environment and contamination of the lagoon water. Other consequences are that some houses are no longer maintained by their owners, and that works are carried out which do not comply with the principles of conservation.

Economic pressure is also present in the environment of the property, with a large sand extraction operation in the lagoon and the discovery of an oilfield off the shore of Grand-Bassam.

##### **Tourism pressures**

There is a considerable amount of seaside tourism by the inhabitants of Abidjan, a large town situated nearby, on the beaches of the coastal barrier close to the historic town. This has led to the development of tourist facilities and to pollution which is insufficiently controlled. Hotels and restaurants have been built, and demand for seaside and tourism constructions could grow over the coming years.

##### **Environmental pressures**

Through the lagoon, waste water from the town of Abidjan and its industrial zone reaches Grand-Bassam and is threatening the town's ecological and hydrogeological balance.

The closing of the coastal barrier near the River Comoé, to the east of the property, has resulted in a lower rate of renewal of the lagoon water and a change in salinity. Combined with pollution caused by human activities, the result is a proliferation of aquatic plants (water hyacinths and water lettuces) and a significant reduction in water quality.

Sea spray is affecting the conservation of the property, as it causes the oxidation of metal elements, and can give rise to the splitting of reinforced concrete, etc.

##### **Natural disasters**

Tidal waves are relatively frequent at Grand-Bassam, affecting the coastal barrier, and they have played a major role in the history of the town. The most recent tidal wave, in August 2007, at certain points penetrated by up to 200 metres into the interior.

Coastal erosion is tending to carry away the sand of the Atlantic beaches.

##### **Impact of climate change**

The frequency and effects of exceptional climatic events such as tidal waves will probably be increased by climate change.

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ICOMOS considers that the main threats to the property of human origin are linked to insufficiently controlled tourism facilities, the lack of maintenance of certain buildings affected by the pauperisation of the former commercial quarter, the deterioration of the quality of the water in the lagoon, and waste management; a possible oil boom could give rise to a threat of uncontrolled urban development in the property and its environment. From a natural viewpoint, the main threats are the proliferation of plants in the lagoon water, which is related to existing pollution, the risk of erosion of the beaches, and tidal waves.

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## 5 Protection, conservation and management

### Boundaries of the nominated property and buffer zone

The nominated property consists of the colonial historic town and the N'zima village, located on the coastal barrier, and the lighthouse, on the other side of the lagoon, representing a total surface area of 109.89 ha.

ICOMOS considers that the State Party has modified the boundaries of the property in a way which is fully in line with point a) of decision 33 COM 8B.11. However, the boundaries of the property for the lighthouse part need to be specified in relation to the cadastral boundaries, and, for the town, the use of geodetic reference points introduces certain ambiguities with regard to the actual cadastral or geographic boundaries (e.g. for the western boundary of the residential zone, and as to whether the beach forms part of the property or not). The population of the property needs to be specified.

The proposed buffer zone is also defined by a succession of geodetic points. It surrounds the two parts of the property, and includes a marine zone extending to a distance of 500 m off the beach. Its surface area is 552.39 ha.

ICOMOS considers that the new proposed buffer zone is only partly in line with point b) of decision 33 COM 8B.11. The buffer zone has indeed been unified, but at the same time it has been reduced compared with the initial dossier, at two places on the very boundaries of the property: next to the lighthouse and next to the Quai du Petit Paris. It is important to ensure that the buffer zone is continuous, but it is just as important not to reduce the size of the buffer zone, compared with the initial nomination dossier, in areas close to the property.

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ICOMOS considers that the boundaries of the nominated property are generally appropriate, but that greater detail is needed in relation to the cadastral boundaries at several points (western boundary, beach and lighthouse) and that the buffer zone must be enlarged next to the Quai du Petit Paris and the lighthouse, in accordance with the initial nomination of 2009.

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### Ownership

The property is divided into several types of ownership, with a total of 350 lots, 230 of which have a title deed:

- The public street domain, consisting of the streets, squares, the bridge, etc.;
- The private land and property domain of the state and the municipality (50 public title deeds);
- 180 private title deeds.

ICOMOS requests that the State Party should clarify the land ownership situation. Firstly, the number of land lots announced is the same as in the initial dossier of 2009, even though the property has been extended to include the N'zima village (which seems not to have been taken into account), and secondly, clarification is needed about the land lots with no title deed.

### Protection

#### Legal Protection

The main laws and decrees which govern the property are:

- the Cultural Heritage Protection Law (1987-806), and the organisational decree of the Culture Ministry (2007-467);
- the Urban Planning Law (1965-253) and the Building Permits law (1965-248), together with the Building Permits Decree (1977-941 and 1992-378);
- the Environment Code law (1996-766).

The organic laws are backed up by complementary decrees and orders which are specific to the property:

- the list of protected historic monuments of Grand-Bassam (decree 1991-23, amended by the decree of 20 January 2012) and the architectural provisions to be followed for conservation of the monuments;
- the organisation of the conservation, restoration, and enhancement of the architectural heritage of Grand-Bassam (decree 2001-039);
- the creation of the Cultural Heritage Centre (*Maison du patrimoine culturel*) at Grand-Bassam (decree 2003-04, amended by the decree of 20 January 2012);
- the organisation of the procedure for examining and following up building permit applications and the setting up of the Commission in charge of investigating such applications (decrees of 20 January 2012);
- the strengthening of local powers and administrative structures by the creation of the *Local Management Committee for the Historic Town of Grand-Bassam* and the institution of its members (decrees of 20 January 2012);
- the *Preservation Plan for the Historic Town of Grand-Bassam* (Decision of 2008, amended by a decree of 20 January 2012).



ICOMOS considers that the various measures concerning protection and its organisation are in line with point d) of the World Heritage Committee decision 33 COM 8B.11, and that they are satisfactory.

#### Traditional Protection

The customary law of the community of the N'zima village contributes to the protection of the property.

#### Effectiveness of protection measures

The legal protection measures are subject to the supervision of the Culture Ministry, and they are implemented via the decisions of the Building Permits Commission, at departmental and municipal level. The protection measures as a whole are usefully backed up by a collective awareness, which is capable of ensuring intervention to preserve the property from illegal alterations.

ICOMOS considers that the protection measures will be genuinely effective once the Building Permits Commission, instituted in January 2012, are in place and operational. It would also be useful if all monuments recognised as "outstanding" or "noteworthy" inside the property were protected by being inscribed on the National Cultural Heritage List.

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ICOMOS considers that the legal protection in place is appropriate, and that a progress report should be provided about the introduction and functioning of the Building Permits Commission. Furthermore, all buildings in the property indicated by the State Party as "outstanding" or "noteworthy" should be protected by inscription on the National Cultural Heritage List.

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### Conservation

Inventories, recording, research

The most recent inventory documents and studies are as follows:

- The local conservation data base of the Cultural Heritage Centre (*Maison du patrimoine culturel*);
- *Grand-Bassam, Atlas d'un patrimoine en détresse*, 2004;
- *Étude de la mise en valeur de Grand-Bassam*, 1990;
- *Architecture coloniale de Côte d'Ivoire*, 1985.

In addition to the Cultural Heritage Centre in Grand-Bassam, the documents, inventories, and archives relating to the property are conserved at the Cultural Heritage Directorate in Abidjan, and the Support Mission for conducting municipal operations, also in Abidjan. A study has recently been begun by the University of Cocody-Abidjan to deepen knowledge of the history and heritage of the property (2011).

Two complementary studies have been undertaken concerning the integration of the N'zima village into the property: a historic and ethnological study by the University of Bouaké (2011), and a study of the heritage of

the quarter followed by a recommended action proposal, by a specialist consultancy (2012).

#### Present state of conservation

Most of the urban components of the town are well conserved and the original fabric of the property is largely in place (see Integrity). The same is true for the trees and other planting: almost 50% of the rows of trees have been conserved, and the gardens have abundant vegetation including many long-established trees.

Nevertheless, some buildings have deteriorated substantially because of a lack of maintenance, and sometimes because of abandonment. Some are almost ruins, while others have been hastily repaired or altered, adversely affecting their value. In some cases references have been made to 'distressed heritage' concerning Grand-Bassam. It seems quite clear that this term refers to the former commercial quarter and its state of progressive pauperisation.

The administrative and residential quarters, and the N'zima village, however, are in much better condition, and contain a significant number of buildings which have been appropriately maintained. Some of them, such as the Costumes Museum (formerly the Governor's Palace), the Bishop's Palace (formerly the Treasury Building), and the Cultural Heritage Centre (formerly the Post Office and Customs House) have been rehabilitated and restored in exemplary fashion.

On average, the State Party estimates that the built structure of the property is divided into buildings in good condition (24.5%), in an average condition (49%), in poor condition (15.5%) and in ruins (12%). The conservation policy will give priority to buildings in average or poor condition.

#### Active Conservation measures

The *Conservation and Management Plan* (2012-2017) briefly identifies the main types of action to be conducted over the coming years (studies, building restoration, landscape design, roads and networks, etc.). In particular, an inventory of buildings of heritage interest is planned, in order to identify their state of repair and the works required. A budget of around 20 million euros is considered to be necessary to achieve a good level of conservation of the property over the coming years.

The *Preservation Plan for the Historic Town and Buffer Zone* mentioned earlier contains a large number of technical directives intended to ensure that the restorations of properties are carried out in an appropriate manner.

Projects relating to buildings, quarters and plantation operations have also advanced. For example, the restoration of the Ganamet House should be completed in 2012. A substantial project to restore the former Courthouse, which is currently in ruins, has been

announced (December 2011), at a cost of 266 million CFA francs. A proposal has also been made for an action plan to integrate the N'zima village into the process of developing the cultural and historic heritage of Grand-Bassam (January 2012).

#### Maintenance

The maintenance of the road network, green spaces and public plantations is carried out by the Municipality of Grand-Bassam. The public buildings are maintained by the administrations or institutions which make use of them. The maintenance of the private buildings is the responsibility of the owners and their authorised representatives.

#### Effectiveness of conservation measures

ICOMOS considers that the level of conservation of the street network and plantations is acceptable. Some remarkable actions have been carried out by the public authorities in the restoration and conservation of the built structure, and momentum is building up for the planning of works, and this should be encouraged. To this end, it is necessary to reinforce the practical and operational dimension of the Conservation and Management Plan, and to consolidate the necessary funding. For the purpose of restoring private buildings, effective institutional operation, based on practical recommendations and public encouragement, must be confirmed.

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ICOMOS considers that the general policy for the conservation of the property is appropriate. The detailed heritage inventory project now being considered should be encouraged. It would also be advisable to strengthen the practical and operational dimension of the property conservation and management plan, and to confirm a policy of aid for the conservation of private buildings, and for their appropriate restoration.

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#### Management

Management structures and processes, including traditional management processes

An important step in managing the heritage and its inventory data was taken in 2003 by the opening of the Cultural Heritage Centre (*Maison du patrimoine culturel*) at Grand-Bassam by the Culture Ministry. Its powers have been strengthened, and a measure was recently taken to ensure the local involvement of the Culture Ministry (September 2011).

The municipality and the local authorities are heavily involved in the maintenance and management of the property at several levels: road network, public plantations, sewerage systems, etc. The *Building Permits Commission* was recently instituted.

A *Site Steering and Management Committee* was created in 2007 as the body in charge of studies and of the introduction of the overarching management approach for the property involving the various partners, together with

the drawing up of the Management Plan. The Committee was recently made permanent and strengthened, while being renamed *Local Committee for the Management of the Historic Town of Grand-Bassam* (January 2012). The setting up of this committee, and the recent strengthening of the powers of the Cultural Heritage Centre, seem to have been accompanied by the abandonment of the idea of bringing in a private or semi-private entity to manage the property (this had been considered as a possibility in the first nomination dossier, when the entity was referred to as the *Operational Management Agency*).

The Local Committee is responsible for the general steering and monitoring of the site. It will validate action plans and assess the annual activity report of the partners in the management of the property. It brings together a dozen organisations, including the Town Council, the General Council of Grand-Bassam, the Prefecture, the representatives of the devolved state services, the Heritage Centre, the representatives of craftspeople, hoteliers, and the representatives of local communities.

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

The property is covered by a dozen plans and programmes approved at local level (municipality of Grand-Bassam), regional level (department) or national level. The resulting measures affecting the property, particularly in terms of urban planning and economic development, are contained in the *Detailed Plan for the Commune of Grand-Bassam*, particularly with regard to roads, urban networks and sewerage systems, plantations and green spaces, the zoning plan, and cultural and tourism facilities.

Under the *Conservation and Management Plan* (2012-2017), the local Committee has drawn up a list of general and strategic objectives for the management of the site, with a view to having its value recognised at international level. At a practical level, the *Preservation Plan* (2008) sets out and brings together the technical measures for the conservation of the property.

Grand-Bassam caters for large numbers of tourists, particularly because of its seaside tourism potential. More than 90% of its tourists come from Abidjan. Its beaches and restaurants are extremely popular. Its hotels and guest houses have a permanent accommodation capacity of around 650 people, but many of the tourists come for the day or weekend from Abidjan and a large proportion are young people. At the weekend, around 2000 people spend the night in the town. The town's restaurant capacities are estimated at around 3000 meals in the historic town.

It is announced that the policy of enhancing and publicising the property will be reinforced, within the framework of the tourism and cultural development of the Historic Town of Grand-Bassam.

ICOMOS considers it essential to ensure that tourism development is controlled, both in terms of visitor accommodation and the construction of tourism infrastructures (along with regulation of existing infrastructures), so as to make them compatible with the integrity and authenticity of the property.

#### Risk preparedness

The general objectives of the management plan indicate the need to develop the oceanic coastal shores for protection against tidal waves.

It has been announced that measures will be taken to improve sewerage systems and garbage collection.

The extraction of sand from the lagoon area is said to have been stopped, because of the threat it caused to the environment.

#### Involvement of the local communities

Quite a large number of the inhabitants of Grand-Bassam seem to be aware of the heritage value of the historic town, and are indeed quite proud of it.

A brief reference is made to the presence of representatives of local and professional communities on the local property management committee.

#### Resources ,including staffing levels, expertise and training

Based on the land and the built structure of the town, rehabilitation investments would be divided up on the basis of 30% for the public authorities and 70% for the private sector. Owners are encouraged to direct their built structure rehabilitation investments towards tourist accommodation if they do not occupy the buildings themselves. The public investments are essentially made by the state (200 million CFA francs per year) and the territorial authorities (approximately 860 million CFA francs).

The Cultural Heritage Centre has around twenty permanent staff engaged in the conservation and management of the property, including 3 curators, 2 technicians and 1 assistant for the museum; 2 archivists, etc. Allowance must also be made for the municipal staff and the staff of the Costumes Museum who work for the property. An unspecified number of contractors and skilled workers are engaged in conservation and restoration work. A large number of people work in hotels and restaurants.

At national level, the property has various human resource possibilities: curators and cultural programme advisors from the Cultural Action Training School; geographers, historians, sociologists and architects, etc. from the universities; at the international level, various institutions including the School of African Heritage (EPA) in Benin, and the African School of Architecture & Town Planning in Togo, etc.

ICOMOS considers it necessary for an architect and conservation specialists to be present at the Heritage Centre and/or on the Local Management Committee, in view of the important role they should play in the conservation and monitoring of the property.

#### Effectiveness of current management

Generally speaking, ICOMOS considers that the management of the property has improved, despite the recent difficulties experienced by the State Party. The improvement of a certain number of general points must be encouraged: tourist facilities, beach management, water quality, garbage collection, etc. Public financing has been consolidated on specific projects. On the other hand, there seems to be relatively little guarantee to date of the private funding, which had been expected to reach a high level, to enable the restoration of the quarters experiencing the greatest difficulties.

ICOMOS considers that advances have been made, and that the management choices have been appropriate, since the lodging of the first nomination dossier in 2008. A management system was recently put in place (January 2012); confirmation must be obtained however that it is functioning effectively. It is also necessary to reinforce the permanent staffing, and the qualification levels of the staff. ICOMOS considers that the State Party has responded to point f) of the World Heritage Committee's decision 33 COM 8B.11.

ICOMOS considers that an initial effort has been made to respond to point e) of decision 33 COM 8B.11, with regard to reinforcing the practical and operational dimension of the Conservation and Management Plan, particularly by adding a detailed inventory and a timetable of actions to be carried out, so as to guarantee the conservation of the property. These efforts should be continued.

ICOMOS considers that in view of the scale of the problems faced, it is necessary for the State Party to obtain international aid for the implementation of the conservation plan and for the rehabilitation of the property, and the commercial quarter in particular.

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ICOMOS considers that the management system for the property is adequate. Furthermore, ICOMOS recommends that efforts should continue to be made to reinforce the practical and operational dimension of the property's conservation and management plan. It would also be advisable to increase the permanent staff of the local management committee (architect, conservation technicians).

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## 6 Monitoring

Monitoring of the conservation of the property is the responsibility of the Cultural Heritage Centre of Grand-Bassam, which is under the supervision of the Cultural Heritage Directorate of the Culture Ministry.

The key indicators set out in the nomination dossier are as follows:

1. an assessment of the percentage of buildings in each zone which require repairs, on the basis of indices (good, average, poor, or in ruins);
2. the estimated number of years required for the conservation programme;
3. the degree of movement of a building relative to the reference building, the Governor's Palace;
4. the rate of increase or decrease of all types of trespassing on the property (surveillance of deterioration of the beach, and surveillance of social conditions).

In practice, the actions taken give rise to quarterly inspection reports.

ICOMOS considers that the proposed indicators 2 and 3 are too general, and that they do not correspond to precise, practical and quantified monitoring actions. More generally, and as already indicated in point g) of the World Heritage Committee decision 33 COM 8B.11, it is necessary to define operational indicators, in addition to the current monitoring indicators, corresponding to precise, periodic and quantified monitoring actions, by considering international standards in this area. The indicators could be combined with the inventory being considered to form an operational data base for the monitoring and conservation of the property. To this end, it is necessary to confirm the presence of skilled staff to implement them.

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ICOMOS considers that the indicators and the property monitoring programme, along with the material and human resources made available for the programme, must be significantly strengthened.

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## 7 Conclusions

ICOMOS recognises the outstanding universal value of Grand-Bassam. The historic town constitutes an outstanding and well conserved example of colonial development in its urban, economic, political and social dimensions in Western Africa, from the late 19th century to the mid-20th century.

### Recommendations with respect to inscription

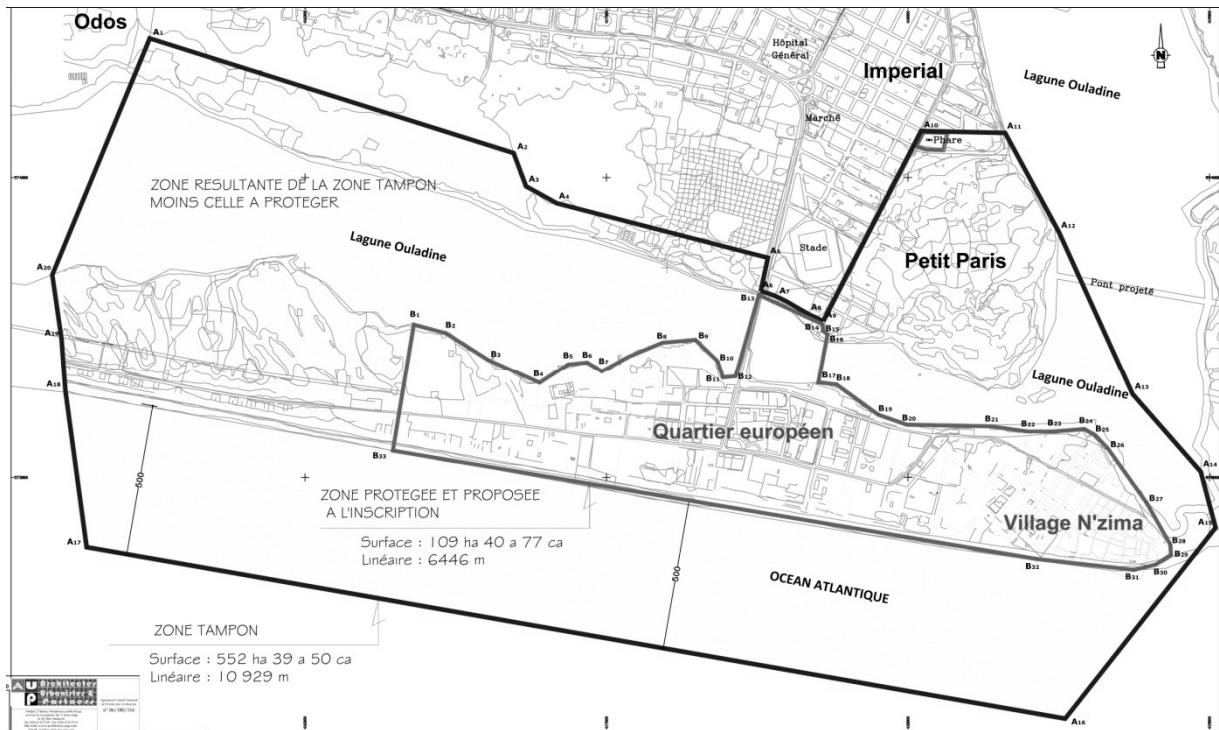
ICOMOS recommends that the nomination of the Historic town of Grand-Bassam, Côte d'Ivoire, be **referred back** to the State Party in order to allow it to:

- Specify the contour of the property on the basis of cadastral boundaries at several points (western boundary of the historic town, beach, lighthouse) and indicate the number of inhabitants inside the property;
- Enlarge the property's buffer zone by reverting to the initially planned boundaries near the Quai du Petit Paris and the lighthouse, while retaining the current extension which unifies the buffer zone;

- Inscribe all the "buildings of heritage interest" in the local inventory on the National Cultural Heritage List;
- Clarify the land ownership situation, as the number of land lots announced is the same as in the initial dossier (of 2008), even though the property has been extended to include the N'zima village, and in relation to land lots for which there is no property deed;
- Define operational monitoring indicators (in addition to the current indicators) which correspond to precise, periodic and quantified monitoring actions, by considering international standards in this area;
- Strengthen and give details of the permanent human resources of the Local Committee and/or of the Cultural Heritage Centre for the property conservation monitoring actions; the presence of an architect and of conservation specialists is necessary.

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

- Providing a progress report on the setting up and functioning of the Building Permits Commission;
- Carrying out the detailed heritage inventory of the built structure of the property and complete the existing data base;
- Continuing the efforts undertaken to reinforce the practical and operational dimension of the Plan for the Conservation and Management of the property;
- Confirming the measures to provide encouragement for the restoration and conservation of the privately owned buildings.



Map showing the revised boundaries of the nominated property



View of the coastal barrier

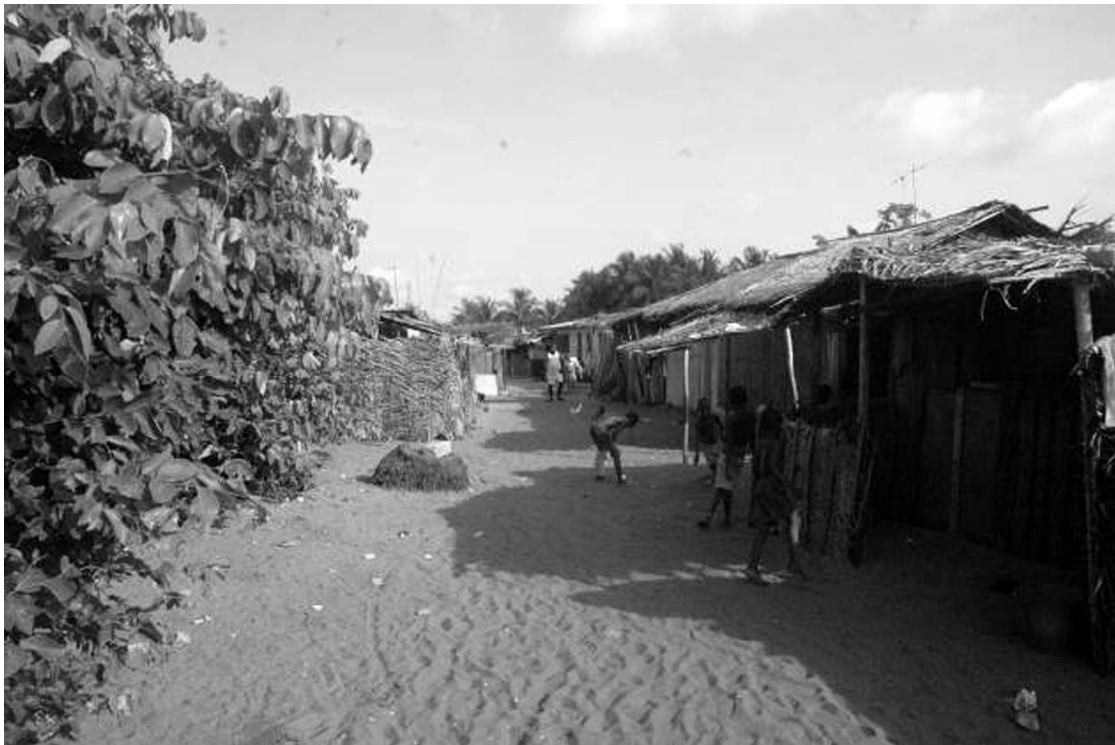


The commercial quarter





The former Governor's Palace, which is today the National Costume Museum



N'zima village

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## Pearling (Bahrain) No 1364rev

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### Official name as proposed by the State Party

Pearling, testimony of an island economy

### Location

Kingdom of Bahrain, territorial waters  
Kingdom of Bahrain, Muharraq Island, Muharraq  
Governorate

### Brief description

The traditional sea-use of harvesting pearls from oyster beds in the Persian Gulf shaped the island of Bahrain's economy for millennia. As the best-known source of pearls since ancient times, the Gulf industry reached the apex of its prosperity at the end of the 19<sup>th</sup> and beginning of the 20<sup>th</sup> centuries. The wealth of what had become a global trade is reflected in the development of the merchant quarters of Muharraq city. A few distinctive commercial and residential buildings remain as a testimony to this proud but dangerous and demanding economic activity which suffered a sudden and catastrophic demise in the 1930s as a result of the development in Japan of cultured pearls from freshwater mussels.

The property includes seventeen buildings embedded in the urban fabric of Muharraq city, three off shore oyster beds, and a part of the seashore at the southern tip of Muharraq Island, from where the boats set off for the oyster beds.

### 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 15 components consisting of four sites, nine monuments and two groups of buildings.

## 1 Basic data

### Included in the Tentative List

14 May 2008

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

None

### Date received by the World Heritage Centre

27 January 2010

31 January 2012

### Background

This is a referred back nomination.

At its 35<sup>th</sup> session (UNESCO Headquarters, 2011), the World Heritage Committee adopted the following decision:

Decision: 35 COM 8B.20

*The World Heritage Committee,*

1. *Having examined Documents WHC-11/35.COM/8B and WHC-11/35.COM/INF.8B1,*

2. *Refers the nomination of Pearling, testimony of an island economy, Bahrain, back to the State Party in order to provide a more detailed conservation approach for the urban buildings that sets out how the conservation of original fabric will be optimised, how the necessary skills will be put in place for the restoration of decorative woodwork and plasterwork, and how the overall conservation work will be phased and implemented,*

3. *Recommends the State Party to extend the boundary of the Bū Māhir fort site to cover its archaeological remains,*

4. *Also recommends that the State Party requests an advisory mission to the site.*

On 31 January 2012, the State Party provided an update to their first nomination dossier. This included information on:

1. Conservation and management processes
2. Architectural and urban conservation
3. Initiatives for capacity building
4. Minor extension of the boundaries

### Consultations

ICOMOS has consulted its International Scientific Committees on Intangible Cultural Heritage, Underwater Cultural Heritage and Earthen Architectural Heritage and several independent experts.

Comments on the assessment of this property were received from IUCN on 1<sup>st</sup> February 2011. This information has been carefully considered by ICOMOS in reaching its decision and recommendation.

### Literature consulted (selection)

Dayaratne, Dr. Ranjith, *The Traditional and the Hybrid Architecture of Bahrain*, Department of Architecture, University of Bahrain.

El Masri, Souheil & Yarwood, John, *Al Muharraq: Architectural Heritage of a Bahraini City*, 2005.

Fuccaro, N., The Making of Gulf Ports Before Oil, in Liwa, Journal of the National Center for Documentation & Research, June 2010.



### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 6 to 11 October 2010. An ICOMOS Advisory Mission visited the property from 1 to 3 December 2011.

### Additional information requested and received from the State Party

By letter on 1<sup>st</sup> October 2010, ICOMOS requested supplementary information from the State Party in relation to the detailed conservation and restoration of buildings.

A response was provided in a letter of 7 November 2010 which set out outline plans for future work of restoration and adaptation of most of the structures. This information is included under the relevant sections below.

### Date of ICOMOS approval of this report

14 March 2012

## 2 The property

### Description

This is a serial nomination of fifteen sites of which three are located in the northern territorial waters of Bahrain and the remaining twelve on the island of Muharraq, the second largest island of Bahrain, located just to the north-east of the main island.

Until the discovery of artificial pearls in the 1930s, Bahrain was the centre of the natural pearl industry which, in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, became global, with the resultant international trade bringing substantial economic benefits. This prosperity, and the structure of the industry, is reflected in buildings remaining in the merchant quarter of Muharraq Island. The source of the prosperity is recognized by three extensive under sea oyster beds, while the link between land and sea, and the route of the boats and divers, is commemorated by a stretch of seashore which includes a fort that helped safeguard the trade.

The property consists of:

- Three Oyster beds:
  - Hayr Bū-l-Thāmah
  - Hayr Bū'Amāmah
  - Hayr Shtayyah
- Bū Māhir Seashore & Qal'at Bū Māhir fortress
- Muharraq city:
  - Al-Ghūṣ House
  - Badr Ghulum house
  - Al-Jalahma House
  - Al-Alawi House
  - Fakhro House
  - Murad House
  - Murad Majlis
  - Siyadi Shops
  - Amārāt Ali Rashed & Yousif Abdurrahman Fakhro (group of three storehouses)
  - Nūkhidhah House

- Siyadi complex – two family residences and mosque.

These are considered in turn:

- Three Oyster beds:
  - Hayr Bū-l-Thāmah
  - Hayr Bū'Amāmah
  - Hayr Shtayyah

The oyster beds chosen for inclusion in the nomination represent the most productive of the oyster beds to the north and north east of Bahrain, and the areas described in the historical literature and by informants as having produced the best quality pearls and the highest density of oysters.

The two deeper oyster beds (Hayr Bū-l-Thāmah and Hayr Bū'Amāmah) are separate, discrete oyster beds. The larger, shallower oyster bed, Hayr Shtayyah, is an amalgam of six, adjacent, historically exploited oyster beds that form a crescent around the edge of a huge seabed dome, the centre of which is free of oysters and thus forms part of the buffer zone. Apart from the oyster beds themselves, there are no tangible remains of the oyster harvesting traditions.

- Bū Māhir Seashore & Qal'at Bū Māhir fortress  
*The Bū Māhir* Seashore is the only stretch of authentic sand shoreline remaining in Muharraq (the remainder has been reclaimed). The shore was the point from which the pearl diving boats set off for the oyster beds and is where the festivals associated with their departure and return were held. The nominated shore is some 110 meters long and between 2.5 and 25 meters deep, depending on the tide.

The fortress of *Qal'at Bū Māhir* protected the shore and the harbour basin beyond from pirates or opponents. Of its original four towers, only one tower and an attached wing remains. The upper parts are reconstructions dating to 1977-79.

- Muharraq city:  
The urban properties form a linear route through the southern part of Muharraq city, each of which adds to the overall picture, and tells part of the story of pearling.

They consist of ten houses, belonging to wealthy merchants, three shops, three storehouses, and a mosque, next to one of the family houses. They have been chosen to represent different social and economic aspects of the pearling culture, and particularly the houses of the merchants, who organised the boats and team of pearl divers, and who supplied materials such as timber for ships.

The traditional urban architecture of Bahrain shares many of the characteristics of the wider Gulf region and with the Middle East. However, there are distinct characteristics in the Bahraini architecture particularly in the form, construction and decorative details, reflecting

influences from the many countries involved in the pearl trade. The houses that remain reflect the major rebuilding that took place as a result of the upsurge of the global industry in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries.

The urban houses are arranged around one or more courtyards the centre for movement in and out of the surrounding enclosed spaces. The number of courtyards is varied depending on the family wealth and social status.

The main construction material is coral rubble set in mud mortar and plastered. The flat mud roofs are supported on closely spaced mangrove poles above which are laid split bamboo, woven mats and a layer of stone and mud. Many of the houses are elaborately decorated with perforated gypsum panels, carved doors, fretwork windows, and sometimes decorated ceilings, and a few also have a distinctive recessed decoration on the external facades.

- Al-Ghūṣ House

This single storey building dates to the early 20<sup>th</sup> century and at that time occupied the southernmost tip of al-Ḥālah Island. The building stood on the route from the Muharraḡ Sūḡ to Qal'at Bū Māhir, which until the mid 20<sup>th</sup> century was located on a separate island just to the south. It is a modest structure for the low-income crew members of the pearling dhows. *Al-Ghūṣ* House was originally of three closed rooms and an open *līwān* (colonnade) arranged around a central courtyard.

- Badr Ghulum house

This house was built in c.1912 by Badr Ghulum, who, as a barber and folk healer, was one of only a handful of people to offer medical services in Muharraḡ in the last years of the pearling economy, and it is upon this basis that the building has been nominated. The property is a two-storey building constructed around a central courtyard garden. In addition to living quarters, the building contains treatment rooms used by Badr Ghulum and his family. It is attached to the adjacent Turabi house (built by a business colleague of Badr Ghulum) by a common wall. The house still belongs to the family but is leased by the Ministry of Culture and will be used as an interpretive centre around the history of traditional medicine in Muharraḡ.

- Al-Jalahma House

Al-Jalahma House is a large and complex residence of an influential family of *ḡawāwīsh* (pearl merchants) and traders. The building occupies both sides of a street and is linked by Muharraḡ's last remaining *ṣabāḡ*, a sort of roof-like bridge which links the two portions of the building. One half of the building is in a generally good state of repair and retains most of its original features. The other half is in a poor condition, although it too retains most of its original features and layout. The house has extensive quarters for women.

- Al-Alawi House

Al-Alawi House was built by Mahmoud Muhammad al-Alawi, a trader who gained his income from supplying the pearling dhows at sea with fresh water, tobacco, food, and other basic necessities, through so-called sweet water boats. The building was originally located at the south eastern edge of the historic main island of Muharraḡ, within a busy water area known as *al-Dūṣah*, which at one point connected Muharraḡ to *al-Ḥālah* Island. The construction of al-Alawi House started in 1932 on newly reclaimed land. The houses includes one of Muharraḡ's last example of a *malḡif al-hawā'* or wind tower, one of the traditional local methods developed for cooling buildings. The building also demonstrates high quality workmanship with mostly local materials, and includes some items which were imported by the owner during his trade expeditions.

- Fakhro House

This house was built by Yousif Abdurrahman Fakhro, a merchant who dealt in timber and construction materials, and had a fleet of up to 50 boats and his own dock. The complex was originally on the seafront. As Fakhro's family grew, so the property was expanded by reclaiming land from the sea until the property had four courtyards, only one of which remains today in its entirety, dating to the pearl boom years at the beginning of the 20<sup>th</sup> century. The other three survive as archaeological remains. Half is still lived in by the family and has been modernised. The remaining half is in urgent need of restoration having been last lived in 1954. It contains elaborate pierced gypsum panels and highly decorated fretwork windows above which are arched fanlights with the remains of multi-coloured glass.

- Murad House & Murad Majlis or guesthouse

The house and its adjoining guest house face each other on two sides of a small public square separated by a mosque. They are seen as the best preserved examples of a merchant's house and guest house. Constructed in the late 19<sup>th</sup> century, the main house is arranged around a central courtyard with the rooms around it displaying a rigid repetitive pattern of piers and tall semi-circular niches, above which are square niches with trefoil arches. At one corner there is an upper room that provides shady areas for summer and views towards the sea.

The main room of the guest house retains incised decorative panels above recessed rectangular niches. The southern street facade has rows of tall arched niches.

- Siyadi Shops

These are a series of shops and storehouses in three groups in the commercial centre. Of these, two are within the property and the third is in the buffer zone. The shops were built between around 1860 and 1905. They were owned by pearl merchants who also supplied other produce such as dates, rice, and coffee during periods when there were no pearl traders. They have double wooden doors onto the street but lack the upper

floor with overhanging enclosed balconies that used to be typical.

- Amārāt Ali Rashed & Yousif Abdurrahman Fakhro (group of three storehouses)

One of the storehouses survives only as a ruin, having been demolished in the 1990s. It demonstrates the very recent neglect of buildings associated with pearling, and also, through excavation, at least four phases of land reclamation. The second is preserved as a building with all the internal features of its lofty central space intact, but has not been used since the 1980s and needs urgent intervention to stabilise it. The third storehouse is the only one in the market still in use by merchants who own neighbouring shops. Traditionally all three would have been used originally to store timber logs (for dhows) and dhow equipment to service the boats, and some had stores used as banks before the first central bank was established in the 1920s. Latterly they were all used for the storage of construction materials and food.

- Nūkhidhah House

This house, constructed around the 1920s, includes guest accommodation for divers arriving in Bahrain and where the crews would be formed for the next season – and it is this part of the house alone that has been nominated. Its stout exterior walls, decorated with rectangular niches, have only one small window.

- Siyadi complex – two family residences and mosque

This complex, created by one of the grand pearl merchants, with his own fleet of dhows, consists of three inter-related structures: the family house, a second family house with guest accommodation, and a mosque.

The modest single-storey mosque with a conical minaret was originally built in 1865 and reconstructed in 1910. It opens onto a small square.

The simple facade of the mosque is in strong contrast to the highly ornamental facade of the neighbouring house - the only building of this height - that was constructed in two phases, in 1850 and 1921 by Bahraini merchants with the interior woodwork being imported from Shiraz in Persia.

The centrepiece of the property is the towering structure of the first floor guesthouse with its sophisticated facade of tall slender timber framed windows, with intricately fretted external screens below arched incised plaster panels and above them four rows of rectangular incised plaster panels, emphasising the strong verticality of the design. Within, the rooms still retain their interior woodwork and gypsum plaster decoration. This building is owned by the Ministry of Culture and will become a Museum of Pearls.

The third structure is a private house still lived in by the grandson of the builder. Built in 1931, its impressive tall facade has a plain lower storey above which are regular slender niches decorated with trefoil plaster panels. It is an

integral part of the silhouette of the overall complex of buildings viewed from the south. There is no public access to this building.

### History and development

The nomination provides detailed information on the history of the pearling economy, including its social and economic structures, and cultural associations.

What are being nominated are the buildings and sites that reflect these traditions. The history of the individual buildings is given under Description above. This section provides the context for these structures and sites.

There is evidence that pearls have been harvested from underwater oyster beds in the Persian Gulf since Neolithic times for both local use and perhaps for trade with Mesopotamia. After a lull during the Bronze Age, a large and well organised industry emerged during Roman times, centred in Bahrain, to cater for the colossal demand for these luxury goods in the empire. Bahrain is mentioned by Pliny in the 1<sup>st</sup> century AD as being famous for the finest pearls although he mentions that the pearl industry in Sri Lanka was the most productive – and their pearls seem to have been better known to the Romans.

In the medieval period there was a resurgence of the pearl trade for the Umayyad and early Abbasid elites, with its focus still remaining in Bahrain. Pearls were also traded to the Black Sea and beyond by Genoese merchants. It should be noted, however, that until the late Middle Ages the term Bahrain referred to the wider region of Bahrain and not to the two islands that now constitute Bahrain. Ibn Battuta's use of the term in the 14<sup>th</sup> century to refer only to the islands is one of the earliest uses of the term for this limited area.

Under the Safavids, who took control of Bahrain from around 1602, the wealth from the pearls was used to finance a great expansion of Shi'a religious institutions in Persia and the Safavid dependencies.

Between the late 15<sup>th</sup> and early 17<sup>th</sup> centuries, there appears to have been a serious contraction of the industry, as reflected by a drop in the number of boats recorded by writers from around a thousand in 1490 AD to a few hundreds. This was related to the discovery of alternative sources of pearls in the New World, particularly the coast of Venezuela, although this competition proved to be relatively short lived.

During the 17<sup>th</sup> century the pearl industry in Bahrain came under the control of a local religious elite which led to the development of a system whereby the prayer leader/merchants advanced funds to the villagers to finance their dives and in return they were obliged to offer their catch to the merchants.

From the late 17<sup>th</sup> century a series of migrations occurred with Arab tribes coming to exploit oyster beds

in the light of the renewed expansion of the industry in response to demand from India.

The wealth derived from pearls became a key factor in the struggles for the control of Bahrain in the 18<sup>th</sup> century when it fell victim to a series of attacks from the Omanis, Huwalah, Persians, and 'Utub which led to much destruction and decline of urban centres. And during the same time of conflict and instability, several other cities found the opportunity to develop as pearling centres, such as Qatar, and Kuwait, with large ships purchased from India in response to the increasingly global demand for pearls.

In the early 19<sup>th</sup> century, Bahrain was invaded by both the Omanis and the Al Sauds. In 1820, a treaty between Al Khalifa rule and Britain, then the dominant military power in the Persian Gulf, granted the Al Khalifa the title of Rulers of Bahrain.

This stability allowed Muharraq to emerge as the major pearl trading city with a population of some 6,000, the largest in the Gulf. Peace also brought new types of trade which meant that Bahrain was no longer solely dependent upon pearling, and by the mid-19<sup>th</sup> century it became the pre-eminent trading centre in the Persian Gulf.

The pearling boom reached its apogee in the last quarter of the 19<sup>th</sup> century and the early years of the 20<sup>th</sup> century. Bahrain continued to maintain its position as the region's major pearling centre, although it faced competition from newer centres in the region. The industry suffered a sudden and catastrophic demise in the 1930s, as a result of the development in Japan of cultured pearls from freshwater mussels. As pearling collapsed, more or less co-incident with the discovery of oil on the main island, large numbers of people moved away from the city with the result that buildings were abandoned and fell into disrepair. Comparatively little conservation work has been carried out between the collapse of the pearl industry and today. Some that was carried out in the 1960s and 1970s may need to be reversed in order to return to traditional materials and methods.

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

#### **Comparative analysis**

The detailed comparative analysis in the nomination dossier, based on detailed new research, compares the elements, attributes and themes that relate to the potential Outstanding Universal Value of the nominated property with other sites in three separate ways. First comparisons are given for other pearling centres on a global scale; secondly the property is compared with other centres in the Gulf region, and thirdly the individual nominated sites are justified in comparison with others in the local area. The nominated property is also compared to existing inscribed properties.

For the global comparisons, the Bahrain pearling industry is compared to other local economies that were sustained by pearls in the Indian sub-continent, Australia-Pacific and Latin America. The evidence is taken from archaeological data, government records, trade statistics and other historical sources such as travellers' accounts. This demonstrates that Bahrain appears to have the oldest known pearl industry; that Bahrain's pearls were renowned over many centuries as the finest in the world; and that the Persian Gulf as a whole was the only regular and substantial supplier to the world's markets from Roman times, apart from a brief period during the 16<sup>th</sup> and late 18<sup>th</sup>/early 19<sup>th</sup> centuries.

In terms of the regional profile, the comparative analysis shows that Bahrain was the centre of the Gulf's industry until the early/mid 19<sup>th</sup> century after which it continued to maintain the largest fleet and accounted for more than half the export from the region. Detailed statistical data confirm Bahrain's central role in pearling in the Gulf; and that Muharraq was the centre of Bahrain's industry in terms of the number of boats and the number of divers.

The nominated sites are compared to other similar sites within Muharraq. This shows that the oyster beds are those with a good state of conservation and which are linked most often to memories of the pearling season; that the seashore is the last original sand seashore in Muharraq island (the rest have been reclaimed); that Bū Māhir fort played a greater part in protecting the pearl dhows than the other surviving fort; that Muharraq hosts a full range of pearl related buildings; and that the properties chosen are those that are a good example of their kind, and have a better state of conservation and authenticity than others.

In particular Al-Ghūş house is the only modest single storey house still in a reasonable state of conservation; the Badr Ghulum house is the only property associated with medical services; the spatial use of Al-Jalahma house demonstrates the prominence of women in the pearling era; and Al-Alawi is the last middle class residence with decorative and traditional elements and to retain its wind tower.

The comparative analysis clearly demonstrates that there is no similar property on the World Heritage List, given that Bahrain has been a pearling centre that has been a main focus for the industry for almost two millennia, and still has buildings that reflect different facets of that industry.

There are other places in the Gulf region that had substantial associations with the pearling industry where comparable buildings remain that once belonged to pearl merchants.

Although it is the case that such places cannot be said to have the same long-standing association with the industry, it has to be acknowledged that in Muharraq the nominated buildings are largely a testimony to the final

flourish of the industry in the late 19<sup>th</sup> century and early 20<sup>th</sup> centuries and do not reflect its earlier periods or its overall longevity.

ICOMOS considers that the comparative analysis demonstrates that Muharraq can be seen as reflecting an essential component of a pearl industry that flourished around the Gulf Region, and particularly its final flourish and demise.

The analysis also fully justifies the choice of the serial nomination within Bahrain.

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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:

- Pearling is an outstanding example of a traditional sea use, which shaped the single product economy and cultural identity of an island society;
- This millennia-long practice is the most significant example globally of a natural pearl-collection tradition and is based on the Persian gulf oyster beds north of Bahrain, which are the best-known source of pearls since ancient times;
- Although the pearling economy collapsed as a result of irreversible economic change in the 1930s, many of its characteristic features and practices survive. The natural resource remains in the surviving oyster beds Hayr Bū-I-Thāmah, Hayr Bū'Amāmah, and Hayr Shtayyah. The architectural testimony in Muharraq (in 17 architectural structures) is the last remaining example which comprises residential and commercial structures that are tangible manifestations of all major social and economic roles and institutions associated with the pearling society and acts as a memory marker for the cultural identity it produced and still maintains. Beyond the nominated sites, place names, family names, social hierarchies, surviving legal systems, songs, stories, poetry, festivals and dances are associated with these physical resources and assist in transmitting the grand narrative of the pearling economy.

The serial approach has been justified in connection with the individual sites all reflecting different aspects of the pearling economy.

ICOMOS considers that the pearl-collecting traditions of Bahrain were amongst the oldest in the world and have consistently delivered pearls to the world's market over some two millennia and the nominated sites do bear witness to these pearl-collection traditions and their related social and economic activities.

ICOMOS considers that the collection of structures, most of which have survived relatively unaltered since the collapse of the pearl industry in the early 20<sup>th</sup> century do bear witness to distinctive building traditions that the industry fostered, and particularly their high standard of craftsmanship in timber and plaster. Currently, in their fragile state these buildings do evoke memories of that industry and its supporting social and economic structures.

The record is however extremely fragile, with the buildings embedded in the more modern city of Muharraq. If these buildings were to be over-restored, the strong associations might become very much less strong.

The buildings may be considered as a collection of good remaining buildings associated with the pearling industry that possess a coherence and relate to still strong pearling traditions.

### **Integrity and authenticity**

#### **Integrity**

The sites that make up the property were selected to reflect the buildings created as a result of the great prosperity of the pearl industry in the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, and its economic structures. The undersea sites reflect the oyster beds upon which the prosperity was based and the seashore is the link between land and sea.

The boundary around the fort has been extended to allow it to encompass associated archaeological remains.

The way each of these relates to the proposed Outstanding Universal Value is clearly set out in the nomination dossier. The oyster beds are not under threat and neither is the sea shore or fort.

The choice of urban sites was limited by the neglect of the pearl industry's heritage since the industry's demise in the 1930s almost until the new millennium. As a result many buildings were demolished and those that remain have suffered from neglect and the adverse effects of new development around them. The urban sites chosen reflect extensive architectural, anthropological and historical surveys and are seen as those that carry the memory of the pearling industry for the local community. They variously reflect the key activities of merchants associated with the pearl industry as well as its building traditions.

The nominated urban sites are thus islands within the city. They are still extremely vulnerable with many of the buildings needing extensive work to give them satisfactory stability.

ICOMOS considers that the condition of integrity has been met but that to maintain integrity, great care will be needed in stabilising and conserving the structures so that the optimum amount of original fabric can be kept and traditional materials and processes are used.

#### Authenticity

The authenticity of the property is related to its ability to convey the Outstanding Universal Value in terms of transmitting information about the social and economic process of the pearl industry. In terms of the buildings this relates to their ability to manifest their status, use, architectural form, local materials and techniques and their craftsmanship – particularly the exceptionally high quality of some of the craftsmanship deployed in timber and plaster work.

Many of the urban buildings are highly vulnerable in terms of their fabric and decoration as a result of lack of use and maintenance. Any work will need to ensure minimum intervention in order that as much as possible of the original material is conserved so that the buildings may still provide tangible links to the decades of their former glory while being robust enough for use and a degree of access. For the fort there is a need to reverse some of the restoration of the last few decades and to re-introduce traditional materials.

The underwater oyster beds are still thriving, although there is nothing to convey their sea-harvesting traditions; the sea shore, although a fraction of what used to exist and now much compromised by later development nevertheless adds an important attribute, and is a focal point for important intangible cultural associations that relate to pearling.

ICOMOS considers that the fragility of the urban fabric presents a potential threat to authenticity as conservation, if over done, could erase the memory that the buildings currently evoke.

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ICOMOS considers that the conditions of integrity and authenticity have been met for the present but both are highly vulnerable in terms of fragility of the urban fabric. In order to ensure that authenticity and integrity persist into the future, there is a need for the agreed restoration and conservation strategy to be carefully implemented.

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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): 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 spatial and architectural testimony of the pearling economy in Muharraq and the northern waters of Bahrain reflect the culmination of more than six

millennia of pearling history in the Persian Gulf. The property is the last remaining, and outstanding, example that represents the complete narrative of the cultural tradition of pearling, which dominated the Persian Gulf between the 2<sup>nd</sup> and early 20<sup>th</sup> century, and the related human system established in a single-product island economy. While the economic system subsided, the remaining testimony continues to carry the grand narrative it produced, which is still the most significant source of Bahraini cultural identity.

ICOMOS considers that the nominated sites do bear witness to an important centre for the cultural tradition of pearl-collecting.

In order for the buildings to continue to bear a testimony to this tradition, it is essential that they are conserved with the minimum intervention in order to sustain physical links with the era of pearl-collecting.

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ICOMOS considers that this criterion has 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 pearling, and the testimony it brought forth in Muharraq, is an outstanding example of traditional sea-use and human interaction with the environment, which shaped the economic system and cultural identity of an island society. The oyster beds and the architectural testimony of this socio-cultural and economic system are representative of a tradition that became vulnerable and was gradually abandoned in the 1930s. The collapse of the international natural pearl market value in face of the global economic crisis and the introduction of large-scale cultivation of pearls have irreversibly impacted on the system's viability and vitality.

ICOMOS considers that the justification put forward could be applied to other places in the Gulf Region. Also there are few tangible remains of the sea harvesting traditions. The majority of the nominated property is an architectural testimony that reflects the trading of pearls rather than sea use.

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ICOMOS considers that this criterion has not been justified.

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ICOMOS considers that the serial approach is justified.

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ICOMOS considers that conditions of authenticity and integrity and criterion (iii) have been met and Outstanding Universal Value has been demonstrated.

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## 4 Factors affecting the property

### Development pressures

ICOMOS considers that over-development of the sites themselves, and over-development of the buildings that provide their context, is a real danger. Although the buildings nominated are mostly not surrounded by buildings of similar age, neighbouring buildings are however mostly of a similar scale, and, if this scale were to be interrupted either in terms of height or width, then the urban grain would have a negative impact on the nominated sites.

In an effort to reduce the impact of vehicles in the old city, there is a proposal for the provision of vehicle parking in the form of multi-storey car parks on empty land in Muharraq city. The need is clear – the impact of cars on the city is a real problem. And while such new buildings will fill in currently open areas that have resulted from previous demolitions, and thus restore the dense nature of the built environment in the areas, ICOMOS considers that extreme care will have to be taken to ensure that whatever is proposed is sympathetic to the scale and form of the surrounding historic environment.

If the property is inscribed, any proposals that could impact on the remaining sea shore, such as further land reclamation work, would need to be submitted to the World Heritage Centre in accordance with paragraph 172 of the *Operational Guidelines*.

### Tourism pressures

A tourism management strategy is outlined in the Management Plan based on the principle of Limits of Acceptable Change, under which limits are set not only for visitor numbers, but also for the impact visitors have on the various components of the property. A baseline survey will be carried out, upon completion of the conservation work, to document the condition of the property and to determine standards and indicators, as well as carrying capacities. Subsequently, surveys will be conducted regularly to ensure that the standards are maintained and that the established carrying capacities are appropriate.

IUCN notes that tourism pressures related to the property include potential impacts from marine tourism including unauthorized collection of oysters and coral. IUCN considers that an effective system of regulations, supported by an adequate on-water presence to ensure enforcement, is required, taking particular account of any increased pressures that might result from inscription on the World Heritage List.

### Environmental pressures

IUCN notes there is oil and gas exploration being undertaken in the region, as mentioned in the nomination dossier, and that exploration and possibly exploitation is foreseen in the buffer zone of the marine

component. The protection of the pearl beds should be a clear priority in relation to such activities, and IUCN considers that both exploration and exploitation would be better located outside of the marine buffer zone that has been established. The marine component of the property should not be subject to exploration or production activities for oil and gas. IUCN recommends that proposals for exploration and exploitation in the region around the property should be assessed for their impact on the marine component and its buffer zone, and should the property be inscribed such activities should include prior consultation via the UNESCO World Heritage Centre, in line with the procedures outlined in the *Operational Guidelines*.

The risk of an oil spill that affects the offshore and coastal element of the nomination is real, given the major existing oil industry in Bahrain. However, although oil spills have been recorded within Bahraini territorial waters in the past, none are known to have impacted the oyster beds.

In the event of a spill, the National Oil and Hazardous Spill Contingency Plan (SEACOR, 2009) will be activated and subsequently the National Incident Command System will direct the allocation of resources, to assist in the surveillance, protection, and cleanup activities.

In a closely packed urban environment such as Muharraq, fire is a very real potential threat to the historic fabric of the nominated sites. The nomination's risk preparedness and management plans describe a series of measures for reducing that risk and also for dealing with such an event.

### Natural Disasters

Localised flooding, after the infrequent, but heavy, rains Bahrain is subject to, is considered a potential major risk to the historic fabric of properties in Muharraq. The management system addresses factors such as the urban drainage system that increases the likelihood of flooding, and provides for the upgrading of the relevant urban infrastructure in the buffer zone that will prevent or reduce the likelihood of floods in the future.

Although unlikely, earthquakes are identified as a potential risk. The potential damage of an earthquake is exacerbated by the poor condition of some of the historic properties and many other structures in the urban buffer zone. The management system attempts to reduce the risk of the built historic fabric's collapse by proposing adequate techniques for stabilising the fragile structures.

### Impact of climate change

Any change in sea level could impact on the remaining sea shore and also those buildings nearest to it through rising ground water levels; any change in the water temperature, brought about by higher temperatures could adversely affect the health of the oyster beds; and any dramatic increase in the quantity of rain and the rate

at which it falls could have a detrimental impact on the fragile mud and coral buildings. All these threats need to inform a risk preparedness strategy.

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ICOMOS considers that the main threats to the property are insensitive development in the setting of the nominated sites and fire but considers that the proposed response to fire is adequate while controlling development will need to be achieved through the application of the strengthened planning regulations. A more wide-ranging risk preparedness strategy needs to be developed to consider the potential impacts of climate change.

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

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

The boundaries of the urban properties are tightly drawn around the buildings but their context is encompassed within the primary protection zone of the buffer zones – with each of the nominated sites having its own primary protection area. The secondary protection zones of the buffer zones merge to form a linear corridor around the urban sites. The boundaries of the nominated sites and the buffer zone are adequate.

In the supplementary material submitted in January 2012, the boundaries of the fort have been extended to encompass the foundations of the demolished part that were uncovered through archaeological excavations in 2011. This is in line with item 3 of World Heritage Committee decision 35 COM 8B.20.

The buffer zone remains unchanged.

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

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### **Ownership**

The majority of the nominated urban properties in Muharraq are owned by private individuals or families. Three of the properties are owned by the Ministry of Culture; one has been purchased by a private organisation, the Shaykh Ebrahim Bin Mohammed Al Khalifa Centre for Culture and Research; and two are owned by *awqāf* (family based charitable trusts). For those properties in private ownership the Ministry of Culture has negotiated formal agreements with all the property owners setting out management and conservation conditions.

### **Protection**

#### **Legal Protection**

The three oyster beds and their marine buffer zone are currently generally protected at a national level in terms

of Decree (2) 1995 with respect to the Protection of Wildlife; Legislative Decree No. 21 of 1996 in Respect with the Environment (Amiri Decree); and Decree (20) 2002 with respect to the Regulation of Fishing and Exploitation of Marine Resources.

A legislative decree that specifically designates the marine sites and buffer zone as a national marine protected area was approved in 2011.

The Bū Māhir Seashore and the individual sites in Muharraq all have national protection as designated national monuments under *Decree Law No (11) of 1995 Concerning the Protection of Antiquities* on 10 January 2010, and their future management resides under the Ministry of Culture.

In November 2011, the Ministry of Culture drew up a Vision for the development of old Muharraq – both the sites being nominated and the entire area of old Muharraq that surrounds them, which includes the Buffer Zone. This sets out a holistic approach for preserving the historic character of Muharraq. The document addresses two key 'perspectives':

#### **i) legal framework**

This will include new building regulations that complement existing regulations and aim to limit the increase in unplanned construction or population and prevent the deterioration of the special character of the urban fabric, and a new law to protect sites, urban settlements and antiquities. The final draft of this law should be completed by the end of 2012 and it is expected to come into force at the end of 2013.

#### **ii) Societal framework**

This approach aims to assert the identity of the Old Muharraq area, preserve memories of its association with pearling and upgrade living standards; it will include specific restoration projects for the nominated sites. More broadly it aims to enforce established procedures for all 'old areas' of Muharraq, to implement a programme for dilapidated houses including through offering incentives, to advise residents on design matters and to upgrade sanitation infrastructure.

The buffer zone of the urban properties is divided into primary and secondary protection zones. The primary protection zones comprise the immediate surroundings of the properties and contain cultural assets that are related to the property in visual and other terms. The character and urban design of the primary protection zones are controlled to protect these associations. With the new Vision outlined above, the ministry will now be able to extend its conservation approach to the whole of the historic settlement of Old Muharraq. This will allow for the Buffer Zone to be managed as the urban context for the nominated sites and for them to be part of a living dynamic city. It is also hoped that the nominated sites



will become a catalyst for the conservation of the built environment more widely.

#### Traditional Protection

This applies at the moment in terms of owners of buildings keeping their buildings largely as they are. However the strong community engagement undertaken as part of the nomination means that the community will have a role as guardians of their heritage and even if they may not actively participate in building conservation, their regular maintenance will be crucial.

#### Effectiveness of protection measures

ICOMOS encourages the State Party to put in place all the measures outlined above.

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ICOMOS considers that the planned measures to protect the property are adequate.

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### Conservation

#### Inventories, recording, research

A comprehensive architectural survey of Muharraq was carried out by the Ministry of Culture in 2008, which identified the 17 historic buildings that comprise the nomination dossier. This survey has been followed by detailed recording and documentation of the nominated properties. All this material together with environmental and architectural survey data gathered between 1993 and 2009 has been incorporated into a GIS Database housed in the Ministry of Culture. The GIS also contains maps (historical, topographic, cadastral, bathymetric), a range of historical and modern aerial photos, historical and modern photographs of the properties, a wide range of scanned documents relevant to the various properties, and detailed, current plans of all the urban properties. This project database is available online and allows easy access to data, at whatever level required, by anyone associated with the project.

#### Present state of conservation

IUCN states that the three nominated oyster beds appears to include important biodiversity values of national and possibly regional significance, and a survey undertaken in 2009 found the beds to be in excellent condition.

The Bū Māhir Seashore comprises a well-preserved natural beach and adjacent seawaters, including a traditional fish trap.

The standing remains of the Qal'at Bū Māhir fort were 'restored' and partially rebuilt in the 1970s.

The buried, archaeological portions of the fort were the subject of an archaeological excavation early in 2010 and in 2011 which revealed that the foundations of most of the fort, including internal buildings, still survive. The supplementary information submitted in January 2012

provides details of proposals to remove cement render from the standing portions of the fort and to rebuild the destroyed parts.

The general state of conservation of sites in Muharraq reflects the downturn in the city's fortunes after the collapse of the pearling industry in the 1930s. The properties are in various states of conservation from good to a state of almost collapse and many were acknowledged in the nomination dossier as being in urgent need of conservation.

More than half the sites remain inhabited and in daily use and have been maintained by owners or tenants. Most preserve the vernacular built fabric and architectural elements of the late pearling era but almost all have, over time, also been modified and adapted to modern living/use requirements. Most of the alterations and additions to these properties have been carried out using modern materials. In most cases these additions are reversible without impacting on the historic fabric.

Those properties which are not in daily use have generally undergone fewer changes to their built fabric, but are now vulnerable through lack of maintenance and repair.

#### Active Conservation measures

The first nomination dossier provided a general architectural conservation plan which set out outline approaches to the way the buildings were to be restored and in some cases adapted for use.

In response to concerns expressed in the first ICOMOS evaluation about the degree of intervention proposed and the dangers posed by excessive restoration, the State Party has provided further detailed information on the development of conservation approaches in its supplementary documentation submitted in January 2012.

This provides details of the process of conservation that is based on sequential stages that identify the precise extent and state of the historic fabric, its vulnerabilities, and its socio-cultural needs which will inform the optimum conservation strategy.

Each of the 17 sites will eventually have a detailed conservation plan which will set out precise prescription for each of the component parts including justifying the approach to be taken for removing additions, replacing missing components and introducing new services.

The overall cycle for the first phase of conservation works is expected to last until the end of 2017. This has been deliberately elongated to allow for capacity building on architectural conservation and training on traditional materials and their sources (as traditional sources are mainly no longer available). The State Party has acknowledged that the development of the nomination has highlighted the lack of local capacity for the

preservation of vernacular buildings and this is now being addressed through fostering competencies in the private sector.

Restoration on two sites has been completed. These are Nūkhidhah House, which has been opened to the public with a temporary display on pearling, and the Siyadi Shops B for which pearl trader tenants are currently being sought. Both of these were comparatively simple projects that did not call for specialist expertise in plastering and woodworking.

Between 2012 and 2014 a further seven sites are planned to be completed. These are:

- 1 Qal'at Bū Māhir
- 2 Amarat Ali Rashid Fakhro I
- 3 Siyadi Majlis
- 4 Siyadi Mosque
- 5 Amārat Yousif A. Fakhro
- 6 Fakhro House
- 7 Siyadi Shops A

#### Maintenance

Maintenance is carried out largely by the owners. As part of the new approach to conservation in Old Muharraq, owners will now have the benefit of advice and guidance.

#### Effectiveness of conservation measures

The process of conservation is slow – which is entirely appropriate given the highly fragile state of many of the buildings and the need to build up skills and knowledge as well as confidence in a minimum intervention approach. The integration of the conservation approaches to the nominated sites within a much larger project to improve conservation of the urban landscape and buildings of Old Muharraq is a very positive development and will help to spread the benefits as well as engage more stakeholders.

The approaches set out for conform internationally accepted practice encompass a satisfactory staged process based on the attributes of OUV that includes documentation, analysis of the structural material and architectural components, risk preparedness and mitigation, full photographic recording before site works, future maintenance and monitoring.

The ICOMOS Advisory mission reported high quality skills and techniques being applied, conforming to best of practice and international charters. The interventions result from documentation, condition surveys, investigations, experiments and laboratory research and testing. There is also team debate about how and how much to conserve, and the issues of intervention reversibility all of which illustrate professional conservation sensitivity.

The mission did also acknowledge the considerable challenges that were being faced. For instance, the preservation of the original renders is not straight

forward. Many renders have been repeatedly patched and often overlaid with cement renders. These have to be removed due to their adverse effects on original structure and finishes and the original render provided with a protective coat which will allow for future examination and possible re exposure. Considerable efforts are being addressed at insuring the optimum amount of original fabric is being retained and that there is recognisable differentiation between old and new work.

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ICOMOS considers that the conservation approach is satisfactory.

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#### Management

Management structures and processes, including traditional management processes

The Ministry of Culture and Information, Sector for Culture and National Heritage coordinated the preparation of the management plan. The Ministry has since been split and the newly formed Ministry of Culture is now the responsible lead for management. A dedicated Site Administration Unit has been established within the Ministry to co-ordinate the implementation of the management system. The Unit, which reports to the Undersecretary for Culture, consists of an interdisciplinary team including historical researchers, conservation architects, an urban planner and rehabilitation specialist, a marine biologist and environmental specialist, a site manager for the urban properties and a GIS specialist, all supported by an administrative team which deals with finances, marketing, etc.

A Steering Committee has been established as the governing body of the management and administrative system for the nominated properties. The Committee brings together at ministerial level, members of the 12 governmental agencies representing the full range of partners and stakeholders in the project, as well as representatives of the private owners of the Muharraq properties and the businesses in the urban buffer zone. The Steering Committee is chaired by the Minister of Culture.

The Steering Committee has established five thematic, technical subcommittees to support the Site Administration Unit in its activities. These subcommittees are the decision-makers with respect to management activities in their respective areas of expertise and their members are drawn from the Steering Committee, the Site Administration Unit and from the wider cultural heritage sector. The subcommittees established to date are for Marine Heritage, the Bū Māhir Seashore, Urban Regulations and Project Design, Urban and Architectural Heritage, and Tourism Development and Promotion.

The Steering Committee is responsible for taking overall decisions concerning the management policy and for approving all major activities related to the site. It also

provides a platform for conflict management through the discussion of interests, and for generating ideas for the management of the heritage site through contributions from representatives of all stakeholders. The Site Administration Unit reports to the Steering Committee twice yearly on progress and in this sense, the Committee functions as a monitor of the management plan.

Where properties in Muharraq are owned privately by individuals or organisations, formal memoranda of understanding have been negotiated between the owners and the Ministry of Culture. These define the rights and duties of both partners within the management system.

At a local level, there is co-operation between the Muharraq Municipal Council, the Ministry of Culture and the Ministry of Municipalities and Agricultural Affairs which has resulted in a number of protective initiatives linked to and driven by the nomination.

In August 2009, the Minister of Municipalities and Agricultural Affairs announced a freeze on the construction of apartment buildings in the historic district of Muharraq, including the nominated area and its buffer zone.

The supplementary information provided by the State Party in January 2012 has now set out further initiatives for legal, planning and social tools to further conservation in the wider areas of Old Muharraq and thus draw the buffer zone into the management framework.

A clear overall management framework thus exists to coordinate the management of the serial components and bring together all the key stakeholders.

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

A Management Plan was developed during the preparation of the nomination dossier and the system that will ensure its effective implementation is being developed as the planned legislative and policy changes come into effect. The Management Plan is oriented towards relevant government agencies, both municipal and national. It also addresses and serves the wider public - stakeholders such as property owners and the local communities who have an interest in the properties. The plan emphasises architectural conservation, urban upgrading, historical and social research and the creation of visitor and interpretation facilities. In addition, it provides guidance with respect to the long-term protection and operation. The Plan will become fully operational if the property is inscribed.

Currently there is very little visitor interpretation. There are proposals to create three interpretation centres along the urban linear route at the Bū Māhir Seashore, the

Siyadi Complex at the other end, and at the ruined Amārat Yousif A. Fakhro. There are also proposals to relate the sites to the intangible heritage of the pearling era, such as songs and boat building. The visitor centre for the Bū Māhir Seashore is a new building which it is anticipated will be completed by the end of 2012.

A scheme to mark the route and providing visitor facilities in the form of street furniture that was under consideration when the first nomination was submitted has been dropped in response to ICOMOS's concerns at its intrusiveness.

The supplementary information provided by the State Party in January 2012 also stated that arrangements were now being put in place to take the Bū Māhir fort out of use as a navigation centre, to restore the missing parts of the fort (based on archaeological investigations) and to allow visitor access and interpretation.

Risk preparedness

This forms part of the Management Plan – and is mentioned above in relation to fire and oil spills.

Involvement of the local communities

This has been a fundamental part of the whole nomination project.

Resources, including staffing levels, expertise and training

The nomination dossier including the necessary research has been well resourced. At the time of the first nomination it was reported that the property has an administration unit with funds for 15 posts of which 4 are currently vacant as it has been difficult to find people with the necessary expertise. The supplementary information provided by the State Party in January 2012 demonstrates that much progress has been made and there is now a professional and dynamic team of conservators.

The ICOMOS advisory mission reported that, the State Party is committed to training, at a practical site level and as part of university education, with workshops and training schools. Lectures are already being given to undergraduate architectural students. Within the next two months 16 girls are to be employed and trained in fine conservation work, augmenting three university trained dynamic skilled conservators.

Workshop training of staff and general contractors has been implemented and it was confirmed that this approach is to be extended. This may include bettering the skills of general site workers, though noting their often transitory employment.

Effectiveness of current management

The current management arrangements are adequate and seem to be effective. The level of inter-departmental and inter-agency co-operation and degree of co-ownership of the nomination from government agencies,

non-governmental organisations, the private sector and property owners, is impressive. The Management Plan is supported by national institutions at the highest level and is beginning to be implemented.

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ICOMOS considers that the management system for the property is adequate.

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## 6 Monitoring

Monitoring has been given a high priority and detailed monitoring indicators have been developed for all the key attributes of the property in an exemplary way. Detailed monitoring is also part of the conservation strategies for each of the sites.

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ICOMOS considers that monitoring is adequate.

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## 7 Conclusions

The nominated properties, and in particular the urban structures of Muharraq, form a highly fragile reminder of the great days of the pearling industry, of the enormous wealth it generated and of the distinctive buildings that were once commonplace in the city, at the end of the 19<sup>th</sup> and early 20<sup>th</sup> centuries.

In order to keep this link with an industry that died around eighty years ago it is essential that as much as possible of the traditional fabric of any nominated buildings is conserved and that the atmosphere that the buildings currently have is not removed through over restoration.

The nomination process has been characterised by a comparatively unrushed approach with all the necessary research being undertaken to allow full engagement of the stakeholders and this is to be commended. ICOMOS considers that a similarly careful approach is needed for the restoration of the individual buildings in order to ensure that they can fully express their value through original fabric and craftsmanship as well as through plan and form.

The supplementary material provided by the State Party in January 2012 has set out clearly that this careful conservation approach has now been put in place and how it will over-arch the conservation of the 17 historic buildings over at least the next five years. This conservation work will be allied to capacity building in architectural conservation and training of craftsmen in the skills necessary to work on intricate plaster and woodwork.

Supporting this work will be a wider initiative to foster heritage conservation of the whole area of Old Muharraq through a mixture and legal, planning and socio-economic tools. This aims to encourage and support appropriate conservation of the urban landscape that

forms the context for the nominated sites. Such a initiative will also allow interpretation of the narrative of pearling to encompass a much larger area. It should also bring in more stakeholders and allow the nominated sites to be part of, and related to, the living dynamic city.

### Recommendations with respect to inscription

ICOMOS recommends that Pearling, testimony of an island economy, Kingdom of Bahrain, be inscribed on the World Heritage List on the basis of **criteria (iii)**.

### Recommended Statement of Outstanding Universal Value

Brief synthesis

The traditional sea-use of harvesting pearls from oyster beds in the Persian Gulf shaped the island of Bahrain's economy for millennia. As the best-known source of pearls since ancient times, the Gulf industry reached the apex of its prosperity at the end of the 19<sup>th</sup> and beginning of the 20<sup>th</sup> centuries. The wealth of what had become a global trade is reflected in the development of the merchant quarters of Muharraq city. A few distinctive commercial and residential buildings remain as a testimony to this proud but dangerous and demanding economic activity which suffered a sudden and catastrophic demise in the 1930s as a result of the development in Japan of cultured pearls from freshwater mussels.

The property includes seventeen buildings embedded in the urban fabric of Muharraq city, three off shore oyster beds, and a part of the seashore at the southern tip of Muharraq Island, from where the boats set off for the oyster beds.

The architectural testimony comprises residential and commercial structures that are tangible manifestations of the major social and economic roles and institutions associated with the pearling society. Most of the structures have survived relatively unaltered since the collapse of the pearl industry in the early 20<sup>th</sup> century and bear witness to distinctive building traditions that the industry fostered, and particularly their high standard of craftsmanship in timber and plaster.

These buildings evoke memories of that industry, its supporting social and economic structures, and of the cultural identity it produced.

**Criterion (iii):** The ensemble of urban properties, fort, seashore and oyster beds is an exceptional testimony to the final flourishing of the cultural tradition of pearling which dominated the Persian Gulf between the 2<sup>nd</sup> and early 20<sup>th</sup> centuries. Although the pearling industry has died, these sites carry the memory of its prosperity and the building traditions that it fostered.

Integrity

The property reflects the buildings created as a result of the great prosperity of the pearl industry in the late 19<sup>th</sup>

and early 20<sup>th</sup> centuries, and its economic structures. It also reflects the oyster beds upon which the prosperity was based and the seashore link between land and sea.

The choice of urban sites was limited by the neglect of the pearl industry's heritage since the industry's demise in the 1930s almost until the new millennium. As a result many buildings were demolished and those that remain have suffered from neglect and the adverse effects of new development around them. The urban sites chosen reflect extensive architectural, anthropological and historical surveys and are seen as those that carry the memory of the pearling industry for the local community. They variously reflect the key activities of merchants associated with the pearl industry as well as its building traditions.

The nominated urban sites are thus islands within the city. They are still extremely vulnerable with many of the buildings needing extensive work to give them satisfactory stability. The oyster beds are not under threat and neither is the sea shore or fort.

To maintain integrity, great care will be needed in stabilising and conserving the structures so that the optimum amount of original fabric can be kept and traditional materials and processes are used. It will also be necessary to ensure that the nominated sites can be seen to relate sympathetically to the wider urban structures within which they are embedded.

#### Authenticity

The authenticity of the property is related to its ability to convey the Outstanding Universal Value in terms of transmitting information about the social and economic process of the pearl industry. In terms of the buildings this relates to their ability to manifest their status, use, architectural form, local materials and techniques and their craftsmanship – particularly the exceptionally high quality of some of the craftsmanship deployed in timber and plaster work.

Many of the urban buildings are highly vulnerable in terms of their fabric and decoration as a result of lack of use and maintenance. Any work will need to ensure minimum intervention in order that as much as possible of the original material is conserved so that the buildings may still provide tangible links to the decades of their former glory while being robust enough for use and a degree of access. For the fort there is a need to reverse some of the restoration of the last few decades and to re-introduce traditional materials.

The underwater oyster beds are still thriving, although there is nothing to convey their sea-harvesting traditions; the sea shore, although a fraction of what used to exist and now much compromised by later development nevertheless adds an important attribute, and is a focal point for important intangible cultural associations that relate to pearling.

ICOMOS considers that the fragility of the urban fabric presents a potential threat to authenticity as conservation, if overdone, could erase the memory that the buildings currently evoke.

#### Requirements for Protection and Management

The Bū Māhir Seashore and the individual sites in Muharraq all have national protection as designated national monuments under *Decree Law No (11) of 1995 Concerning the Protection of Antiquities* on 10 January 2010, and their future management resides under the Ministry of Culture. The three oyster beds and their marine buffer zone are currently generally protected at a national level in terms of Decree (2) 1995 with respect to the Protection of Wildlife; Legislative Decree No. 21 of 1996 in respect with the Environment (Amiri Decree); and Decree (20) 2002 with respect to the Regulation of Fishing and Exploitation of Marine Resources. A legislative decree that specifically designates the marine sites and buffer zone as a national marine protected area was approved in 2011.

In November 2011, the Ministry of Culture drew up a Vision for the development of old Muharraq – both the sites being nominated and the entire area of old Muharraq that surrounds them, which includes the buffer zone. This sets out a holistic approach for preserving the historic character of Muharraq under two key 'perspectives', legal and societal. The new laws to limit the increase in unplanned construction or population, prevent the deterioration of the special character of the urban fabric, and protect sites, urban settlements and antiquities should be in place at the end of 2013. The Societal framework will aim to assert the identity of the Old Muharraq area, through upgrading living standards; specific restoration projects and design guidance. This approach will allow for the buffer zone to be managed as the urban context for the nominated sites and for them to be part of a living dynamic city.

A dedicated Site Administration Unit has been established within the Ministry of Culture to co-ordinate the implementation of the management system. The Unit, which reports to the Undersecretary for Culture, consists of an interdisciplinary team including researchers, conservation architects, an urban planner and rehabilitation specialist, a marine biologist and environmental specialist, a site manager for the urban properties and a GIS specialist, all supported by an administrative team which deals with finances, marketing, etc.

A Steering Committee has been established as the governing body of the management and administrative system for the nominated properties. The Committee brings together at ministerial level, members of the 12 governmental agencies representing the full range of partners and stakeholders in the project, as well as representatives of the private owners of the Muharraq properties and the businesses in the urban buffer zone.

The Steering Committee is chaired by the Minister of Culture. A Management Plan is in place for the property.

In order to address the challenges of restoring the fragile buildings within Muharraq, and maintaining them on an on-going basis, there is a need for training in traditional skills, particularly in woodwork and fine plaster techniques, and for the development of knowledge in traditional materials. The State Party has indicated its commitment to this training, at a practical site level and as part of university education. There will also be a need to ensure that the context of the nominated sites is respected within urban Muharraq.

**Disclaimer concerning the text of the evaluation of the nomination 'Pearling, testimony of an island economy', Kingdom of Bahrain**

With reference to the text of the evaluation of the nomination presented by the Kingdom of Bahrain 'Pearling, testimony of an island economy' it should be noted that, according to the United Nations directives of 15 May 1999 (ref.ST/CS/SER.A/29/Rev.1) the term 'Persian Gulf', 'Gulf' and 'Shatt-al-Arab' shall be referred to and used in all documents, publications and statements emanating from the Secretariat as the standard geographical designation of the sea area between the Arabian Peninsula and the Islamic Republic of Iran.



Map showing the revised boundaries of the nominated property





View of Bū Māhir Seashore



Anchored pearling dhows



Qal'at Bū Māhir fortress



View of Siyadi complex from the mosque courtyard

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# Archaeological site of Carthage (Tunisia) No 37

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## 1 Basic data

### State party

Tunisia

### Name of property

Archaeological site of Carthage

### Location

Carthage, district of Tunis

### Inscription

1979

### Brief description

Carthage was founded in the 9th century BC on the Gulf of Tunis. From the 6th century onwards, it developed into a great trading empire covering much of the Mediterranean and was home to a brilliant civilisation. In the course of the long Punic wars, Carthage occupied territories belonging to Rome, which finally destroyed its rival in 146 BC. A second – Roman – Carthage was then established on the ruins of the first.

### Date of ICOMOS approval of this report

14 March 2012

## 2 Issues raised

### Background

From 1981 to 1989, missions were carried out on an almost annual basis to monitor the safeguarding of the property. Then from 1993 to 2001, successive missions were carried out to assist in drawing up a management plan for the site (Plan for the Protection and Enhancement of the property - PPMV). On 15 March 2010, the State Party informed the World Heritage Centre that a decree-law had been enacted on 10 March cancelling "*all abusive declassifications which have occurred in regard to the original classification scheme*". In its decision of 2011 (35 COM 7B. 59), the World Heritage Committee welcomed the decree-law. Point 4 of the recommendations encouraged "*the State Party to submit a minor boundary modification in order to define a sufficient buffer zone to preserve the integrity of the property and to indicate the legal framework of protection*".

### Modification

On 24 March 2011 the State Party provided a map indicating the boundaries of the property and its buffer zone. The buffer zone covers an area of 221 ha and is

managed in accordance with the urban development plan (PAU) of the Municipality of Carthage, approved in July 2006.

In view of financially-motivated aggressive intrusions and the development of infrastructures, referred to by the joint UNESCO/ICOMOS reactive monitoring mission (February 2012) as major types of damage suffered by the property, ICOMOS considers that more substantial information should be provided about the existing regulations and measures which govern the buffer zone and which will enable the protection of the property, and about the steps taken to ensure effective management.

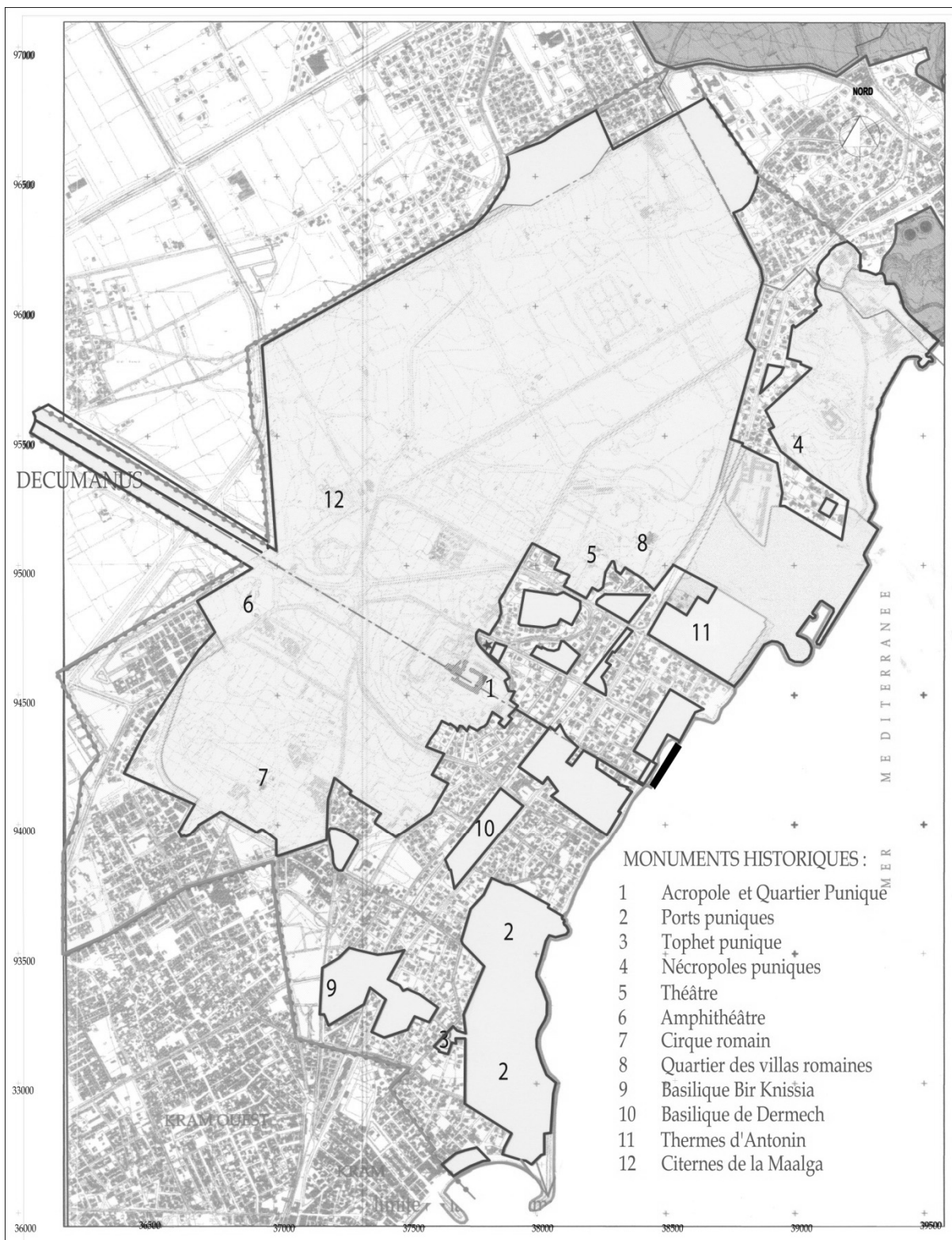
Maintaining the conditions of integrity of the property will depend on the application of these strict regulatory measures. They will provide effective support for the application of the property's protection and enhancement plan.

## 3 ICOMOS recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the examination of the proposed buffer zone for the Archaeological site of Carthage, Tunisia, be **referred back** to the State Party in order to allow it to:

- Provide more information about the criteria used to define the buffer zone, about the existing regulations and measures which govern it and which will enable the protection of the property, and about the measures taken for buffer zone management.



Map showing the boundaries of the proposed buffer zone

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# Lijiang (China)

## No 811

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### 1 Basic data

#### State Party

People's Republic of China

#### Name of property

Old Town of Lijiang

#### Location

Yunnan Province

#### Inscription

1997

#### Brief description

The Old Town of Lijiang, which is perfectly adapted to the uneven topography of this key commercial and strategic site, has retained a historic townscape of high quality and authenticity. Its architecture is noteworthy for the blending of elements from several cultures that have come together over many centuries. Lijiang also possesses an ancient water-supply system of great complexity and ingenuity that still functions effectively today.

#### Date of ICOMOS approval of this report

14 March 2012

### 2 Issues raised

#### Background

The World Heritage site consists of three main elements: Dayan Old Town & Heilongtan Pool (Black Dragon Pool), and Shuhe and Baisha villages approximately 4 and 9 kilometres to the north respectively. At the time of inscription, the nominated and buffer zones for the latter two parts were not formally designated, while the boundaries of the nominated area for Dayan & Heilongtan Pool were insufficiently defined.

At its 31<sup>st</sup> Session, the World Heritage Committee requested the State Party to "Prepare a proposal for the boundaries of the core and buffer zones of the areas of Baisha and Shuhe, and submit it to the Committee for its examination according to paragraphs 163-165 of the Operational Guidelines".

In January 2008, at the request of the State Party, a joint reactive UNESCO World Heritage Centre/ICOMOS reactive monitoring mission visited Lijiang to consider the state of conservation of the property and the boundary issues. Following this visit, the State Party submitted maps and descriptions of the boundaries of the nominated and buffer zones for all three areas.

In its evaluation of these proposed buffer zones, ICOMOS considered that those for Baisha and Shuhe needed enlargement to encompass their wider setting; details needed to be provided of protective designations applied to the buffer zones and how they fit in to the overall management system for the property, and given that the three main elements of the property are linked culturally within the framework of the surrounding hills and mountains and are vulnerable to severe development pressures, ways of protecting the area between the three elements as well as key views of the mountains, perhaps through planning measures, needed to be considered.

The World Heritage Committee adopted the following decision (Quebec City, 2008):

Decision 32 COM 8B.53:

*The World Heritage Committee,*

1. *Having examined Documents WHC-08/32.COM/8B.Add and WHC-08/32.COM/INF.8B1.Add,*
2. *Defers the consideration of the boundaries and buffer zones for Shuhe and Baisha villages, China, to allow the State Party to consider enlarging the buffer zones and to provide full details of their protective arrangements as part of the overall Master and Management Plans for the property;*
3. *Recommends that the State Party should consider ways to provide protection to the area between the three main elements of the property, perhaps through planning procedures, to ensure that key elements of the rural landscape that supported the settlements are sustained as well as key views of mountains.*

At its 35<sup>th</sup> Session (UNESCO Headquarters, 2011), the World Heritage Committee welcomed "the proposal for boundary modification to include protective buffer zones for Baisha and Shuhe cluster sites and to enlarge the buffer zone for Dayan town of the property" and encouraged the State Party to "submit to the World Heritage Centre a formal request for the modification of boundaries of the property and buffer zones with three copies of original topographic maps" (Decision 35COM 7B.63).

#### Modification

The formal request for boundary modification includes textual descriptions and maps delineating the property components and their buffer zones, summarised here as follows:

Dayan Town: The Old Town property boundary remains as originally inscribed enclosing 89 ha but the Heilongtan Pool (Black Dragon Pool) property boundary has been expanded to enclose 21 ha, extending to Elephant Mountain's foothill in the east and covering the water drainage areas to north south and west. Together the Old Town and Black Dragon Pool are now encircled by a buffer zone of 429 ha which includes Elephant Mountain in the east, the pastoral landscape in the east and south of Dayan Old Town and the water courses between the Black Dragon Pool and the Old Town.

Baisha property boundary has been established to enclose 21 ha and includes the central square and important buildings along the north-south axis and east-west cross street. Baisha's buffer zone of 85 ha surrounds the property and includes adjacent farmland, villages, mountains to the west and water systems.

Shuhe property boundary has been established to enclose 14.6 ha including the originally nominated Shuhe housing cluster and the water source of Shuhe in the north. The buffer zone of 68.3 ha surrounds the property and extends to mountains in the west including water systems and farmland to the south and villages in the north and east.

The proposal clarifies the boundaries of the three components of the Old Town of Lijiang property and includes buffer zones around the components which encompass their settings. The property and buffer zone boundaries were ratified by the Lijiang Municipal People's Government in 2010. When approved by the World Heritage Committee, national laws and regulations will apply to the boundaries including the Law on the Protection of Cultural Relics. Within the property (defined as a protected area under this law), controls prohibit demolition and require repairs and functional adaptation of buildings to retain the original appearance. In the buffer zone (construction control zone), controls require new buildings to be in harmony with the surrounding construction.

Encompassing the property and buffer zones is the 'environment coordination area' established by the 'Conservation Master Plan for the Old Town of Lijiang as a World Cultural Heritage Site' to cover the whole Lijiang *Bazi* (Plain). This provides controls over construction and protective measures for the environmental features and eco-systems in the area between the three components. In this zone, buildings not in harmony with the Old Town are prohibited.

ICOMOS considers that the property and buffer zones for the Old Town of Lijiang have now been adequately defined, and that protective measures are in place to cover the areas between and surrounding the components of the property.

### **3 ICOMOS Recommendations**

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed minor modification to the boundaries of the Old Town of Lijiang, China, be **approved**.

ICOMOS recommends that the proposed buffer zones for the Old Town of Lijiang, China, be **approved**.

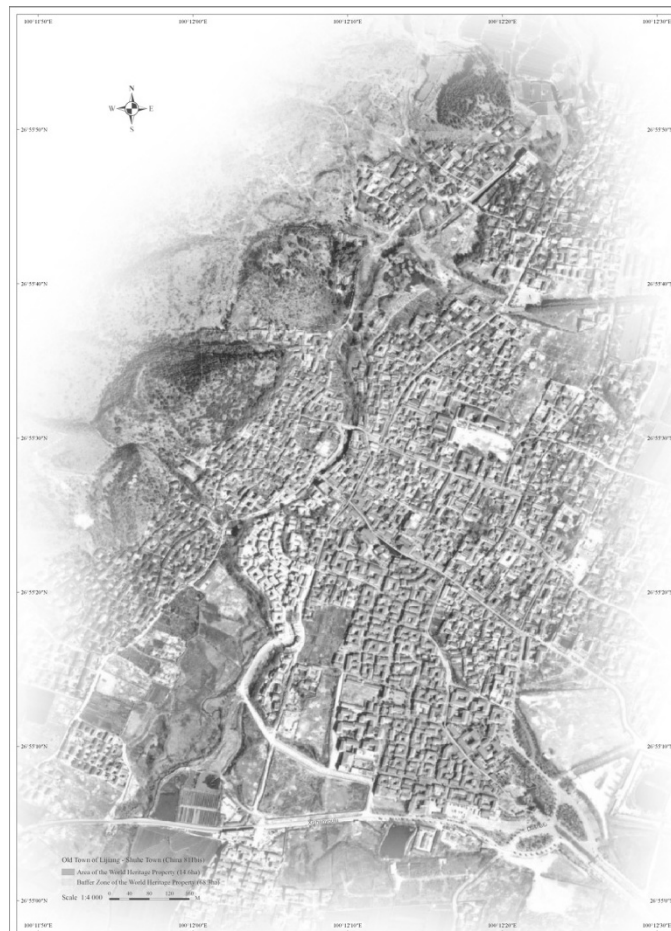


Dayan Old Town - map showing the revised boundaries of the property





Basha Village - map showing the revised boundaries of the property



Shuhe Town - map showing the revised boundaries of the property



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# Group of Monuments at Mahabalipuram (India) No 249

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## 1 Basic data

### State Party

India

### Name of property

Group of Monuments at Mahabalipuram

### Location

Tamil Nadu, district of Chingleput

### Inscription

1984

### Brief description

This group of sanctuaries, founded by the Pallava kings, was carved out of rock along the Coromandel coast in the 7th and 8th centuries. It is known especially for its rathas (temples in the form of chariots), mandapas (cave sanctuaries), giant open-air reliefs such as the famous 'Descent of the Ganges', and the temple of Rivage, with thousands of sculptures to the glory of Shiva.

### Date of ICOMOS approval of this report

14 March 2012

## 2 Issues raised

### Background

The area/s of the property as inscribed is approximately 17.879ha. At the time of inscription on the World Heritage List the map accompanying the nomination cited 23 monuments and displayed these, within a rectangular area approximately 1.5km N/S and 1km E/W to the shoreline. At the time, a village was located adjacent to the west side of the centrally located 'Hillock monuments'. The buffer zones as inscribed, however, are discrete to the five monuments groups, with only one providing a visual and physical link between the central 'Hillock monuments' and the 'Five Rathas' to the south.

Periodic reporting in 2003 (Cycle 1) Section II describe the demarcation line and buffer zone as "adequate". They also propose extension to the nominated areas: i) based on archaeological evidence following excavations; and ii) "The inclusion of Adivaraha Cave as it contains a representation of the ruler who created the monuments...". The report also states that "The site boundaries should be revised" and that the "buffer zone should be more prominent in order to provide facilities and safeguard the

property from environmental hazards". The 2003 periodic reporting summary also cites a number of issues including: visitor pressure to 'unmanageable' levels; free vehicular access to each of the monuments; increase in population density around the site; inadequate wastewater and visitor facilities and prevalence of hawkers.

The inscribed property is owned by government and is protected under the Ancient Monuments, Archaeological Sites and remains Act (2010) and the rules for the protection of Ancient Monuments, Archaeological Sites and remains (1992) and is managed at national, state and local level by the Archaeological Survey of India. The surrounding area is controlled by the Mamallapuram (sic) New Town Development Authority which "was advised not to give any plan approval for construction of new houses very close to the monument within the prohibited area. Furthermore, the 2003 report states that the prohibited area "is being constantly watched and a few unauthorised constructions have been stopped with the help of the state authorities".

Currently the Group of Monuments at Mahabalipuram is surrounded by the modern city with a thriving tourist industry which largely developed following inscription. In 2003 "a master plan to encompass the whole cultural landscape" was "being prepared" to be "shortly implemented".

### Modification

The proposed minor boundary modification will remove two nominated areas: the Chennai Circle office and part of the road (the nominated area would be reduced from 17.879ha to 16.95ha as shown on the maps submitted). The rationale for the reduction of the nominated areas is that "The area modified is not of any relevance to the OUV of the inscribed property".

The proposed modification to the buffer zone involves: a reduction around the Five Rathas and the road leading to that group; a reduction around the Shore Temple; and a reduction around the Mukundanayanar Temple. The reduction is not explained in the text provided but is shown on the map accompanying the submission.

The proposed modifications do not make reference to the site Management Plan or the Master Plan proposed in 2003.

## 3 ICOMOS Recommendations

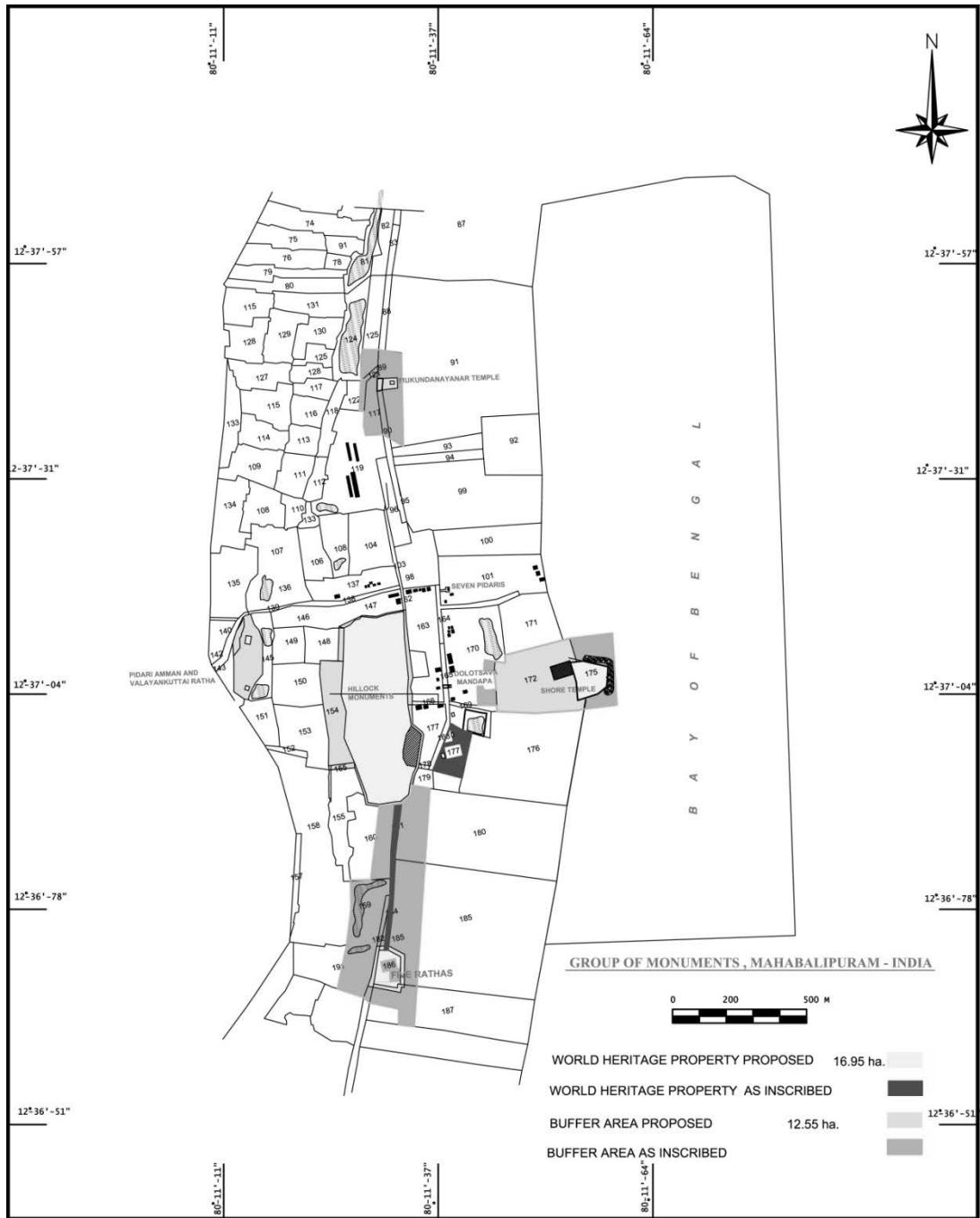
### Recommendation with respect to inscription

ICOMOS recommends that the examination of the proposed minor modification to the boundary and the proposed reduction of buffer zone of the Group of Monuments at Mahabalipuram, India, be **referred back** to the State Party in order to allow it to:

- enlarge the buffer zone so as to include all the nominated areas in one unified zone and safeguard the property from environmental hazards, tourism and

urban pressures and ensure its boundaries respect the landscape features; Thus allowing the Chennai Circle office and part of the road to be part of the buffer zone and not nominated areas;

- provide an adequate map showing the precise boundaries of the property and buffer zone either topographic or cadastral, presented at a scale which is appropriate to the size in hectares of the property, and bearing a labelled coordinate grid.



Map showing the revised boundaries of the property

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# Khajuraho Group of Monuments (India) No 240

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## 1 Basic data

### State Party

India

### Name of property

Khajuraho Group of Monuments

### Location

State of Madhya Pradesh, District Chhatarpura  
India

### Inscription

1986

### Brief description

The Khajuraho Group of Monuments comprises some twenty temples and structures either scattered or grouped in a semirural landscape. They represent the most evident physical traces of Khajuraho, one of the capitals of the Chandella dynasty, which reached its apogee between 950 and 1050 AD. The temples at Khajuraho belong to two different religions, Hinduism and Jainism: nonetheless they share common features both in construction typology and in the balance between architecture and sculpture.

### Date of ICOMOS approval of this report

14 March 2012

## 2 Issues raised

### Background

The World Heritage inscribed property consists of individual and groups of temples scattered within and around the villages lying in the area once occupied by the Capital of the Chandella dynasty. Out of the 85 temples which were built at Khajuraho during the Chandella period, 22 still survive, disseminated within an area of about 6 km<sup>2</sup>, whilst the remainder can be traced in ruins and in mounds 2-5m high.

The property includes the Western Group of Temples (11.307ha), the Chausath Yogini Temple (0.2347ha), the Chopra Tank (0.0445ha), Laguan Mahadev Temple (0.122ha), the Southern Group, formed by the Dulhadev Temple (1.720ha), Chaturbhuj Temple (0.100ha) and the Eastern Group, including the Jain Temple complex (1.044ha), the Ghantai Temple (0.117ha), the Jawari Temple (0.223ha), the Brahma Temple (0.028ha), the Vaman Temple (0.125ha), the Hanuman Temple (0.036ha), and Khakra Math (0.158ha).

At the time of inscription only the surviving temples were nominated and no buffer zone was proposed by the State Party.

The property was first nominated in 1983 and at that time the World Heritage Committee decided to defer the examination of the Khajuraho Group of Monuments. In 1984 the State Party submitted a different file that presented a much more restricted proposal in respect to the preceding one. The Bureau of the World Heritage Committee decided to defer the examination of the property until a precise answer is received from the government of India on the perimeter of protection and on the preservation plan of the property.

In 1986 the property was inscribed on the World Heritage List on the basis of criteria (i) and (iii). The Bureau "encouraged the Indian authorities to continue their efforts for the preservation of this site by giving the monuments in the southern and eastern zones the same overall protection as those in the western zone".

The 2003 Periodic Reporting provided additional missing data, and informed that 18 mounds which yielded definite evidence of archaeological remains were demarcated since 1980. Two of them were excavated since then: the Satdhara group of mounds and the Bijamandal group of mounds. The first has yielded pre-Chandella remains, indicating continuing development of temple construction, whilst the excavation of the second has revealed the largest known temple platform at Khajuraho. Further excavations were envisaged that are expected to yield further remains, shedding further light on the development in architecture and urban planning of the former city of Khajuraho.

### Modification

A request of creation of buffer zone has been made by the State Party, based on the provisions of the Notification n. 1764 Dt.6/6/1992 further incorporated into the 2010 Amendment and Validation Bill of the 1958 Ancient Monuments and Archaeological Sites and Remains Act. This establishes that within the distance of 100m from the limits of protected monument no construction or excavation can be made (prohibited area), whilst within the further 200m any building activity is regulated as per specific heritage bylaws (regulated area). However the 2010 amendment allows for larger prohibited and regulated areas, where needed.

Being this provision statutory, the State Party proposes to create a buffer zone which is formed by 300m-wide strip of land enclosing each component of the inscribed property. This buffer zone would have the above described two different grades of protection. The State Party informs that the specific bylaws for the regulated areas are under preparation.

The proposed buffer zone will provide the three clusters of temples forming the inscribed property with three buffer zones having respectively the following sizes: 120.579ha for the Western Group; 77.820ha for the

Southern Group; 164.884ha for the Eastern Group. In total the proposed buffer zone amounts to 363.283ha. No modification is proposed to the boundaries of the inscribed property.

The map accompanying the request is a cadastral map with a graphic scale on which are demarcated the inscribed property – in yellow – and the buffer zone – in green. The scale of elaboration of the map, however, does not allow the adequate representation of each monument nor does it contain the identification of the 18 mounds mentioned in the Periodic Reporting.

The World Heritage property is protected by the 1958 Ancient Monuments and Archaeological Sites and Remains Act (AMASR Act), as amended by the 1992 Notification and the 2010 Validation Bill, and is maintained by the Archaeological Survey of India funded by the Consolidated Fund of India.

Additionally, the 2003 Periodic Reporting informs that the property was covered by the Khajuraho Development Plan, developed by the Town and Country Planning Directorate under the provisions of the Madhya Pradesh State Act n. 23/1973. It was prepared in 1991 and approved in 1995 to orient the development of the area, along with the preservation of the World Heritage property, until 2011.

The State Party considers that the creation of the buffer zone will contribute positively to protect the property from development pressure and to sustain the understanding of the role of the character of setting in enhancing the ambience of the World Heritage property.

### 3 ICOMOS Recommendations

ICOMOS considers that the proposal to create a buffer zone surrounding the inscribed groups of monuments should be regarded as a positive step forward towards an improved protection of the World Heritage property.

ICOMOS understands that the State Party limited the proposed buffer zone to the prohibited and regulated areas determined by the Notification 1764/1992 so as to ensure that the buffer zone be covered by a layer of legal protection.

Nevertheless, ICOMOS considers that the inscribed property needs a much wider buffer zone so as to ensure that its recognised and potential values, along with the still existing covered archaeological resources, are adequately protected. This requires an ad hoc delimitation of the boundaries of the buffer zone, whilst a 300m-wide regulated zone may grant the minimal protection of unearthed archaeological remains that are likely to exist around the protected monuments.

The surroundings of the inscribed property comprise areas containing ascertained evidence of archaeological material – i.e. 18 mounds, two of which have been

already excavated providing important remains – and further research may reveal more archaeological deposits.

In this case, the ideal buffer zone for the property should include the entire area that was occupied by the ancient city of Khajuraho, which could be inferred on the base of scientific research, past and ongoing excavations, but it certainly has to comprise the 18 demarcated mounds. These should be formally protected under the existing heritage legislation and covered by the measures foreseen by the 1992 Notification.

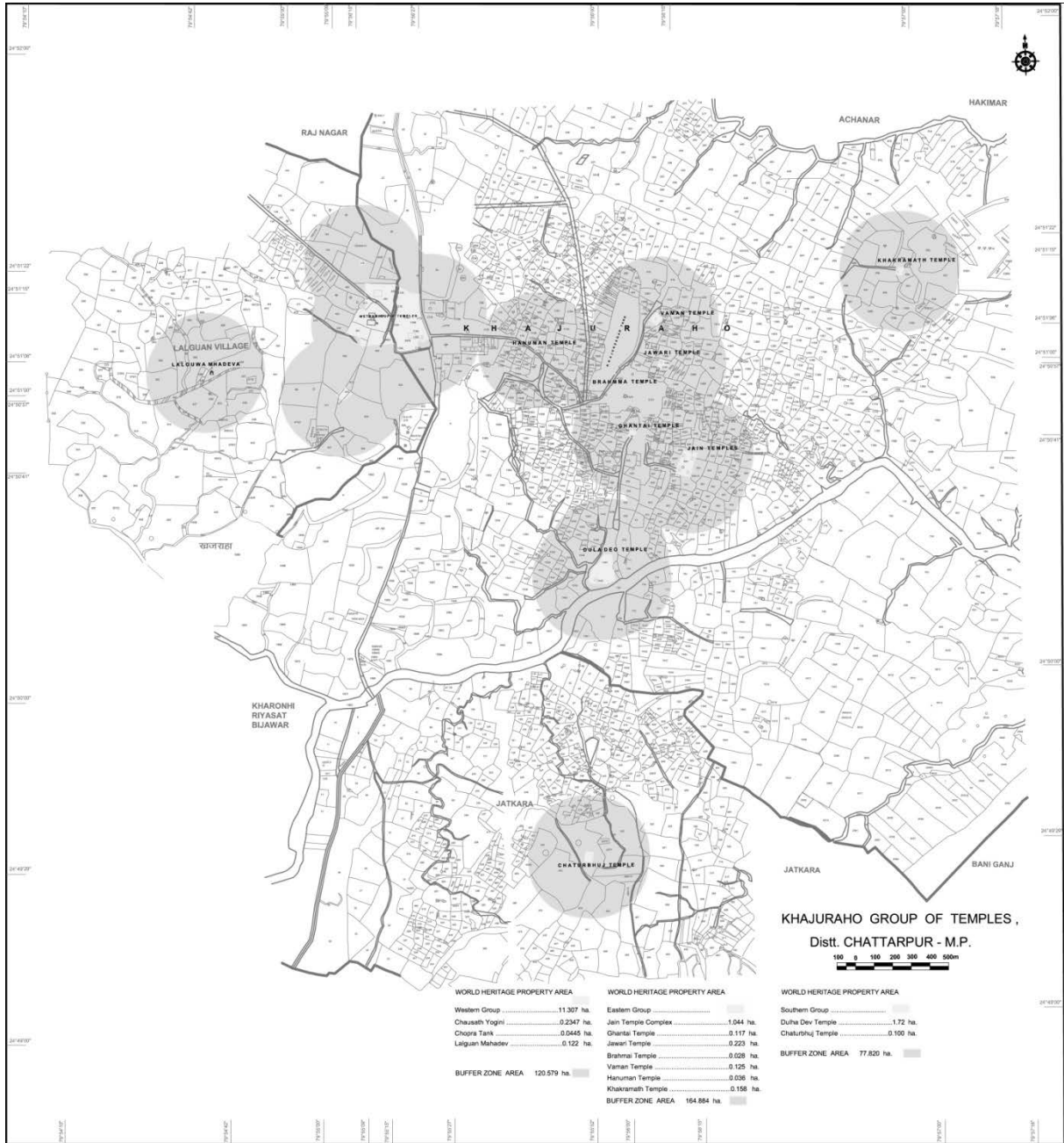
Finally, a wider buffer zone can provide the most appropriate form to safeguard the visual integrity of the temples and of their relation with the setting. In this logic, the delimitation of its boundaries would be more usefully based on geographical or physical features integrated with administrative and ownership limits.

ICOMOS observes that the management plan for the property as well as other types of plan defined by the legislation in force – i.e. the Khajuraho Development Plan, planned to be adjourned since 2012 - may represent useful instruments to delimit special safeguard areas and to regulate the activities within an enlarged buffer zone.

#### Recommendation with respect to inscription

ICOMOS recommends that the examination of the proposed buffer zone for Khajuraho Group of Monuments, India, be **referred back** to the State Party in order to allow it to:

- enlarge the buffer zone so as to include the entire area once occupied by the ancient city of Khajuraho and ensure its boundaries respect the landscape features;
- provide an adequate map showing the precise boundaries of the property and buffer zone and mapping the inscribed monuments, their prohibited and regulated areas as well as the demarcated mounds and other detected or potential archaeological areas either topographic or cadastral, presented at a scale which is appropriate to the size in hectares of the property, and bearing a labelled coordinate grid;
- include the boundaries of the buffer zone within the existing planning instruments and develop safeguard and conservation measures to be incorporated into these plans;
- protect formally the 18 demarcated mounds and extend to them the measures envisaged by the Notification n.1764 Dt.06/06/1992.



Map showing the boundaries of the proposed buffer zone

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# Hampi (India)

## No 241

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### 1 Basic data

**State Party**

India

**Name of property**

Group of Monuments at Hampi

**Location**

Bellary District, Karnataka

India

**Inscription**

1986

**Brief description**

The austere, grandiose site of Hampi was the last capital of the last great Hindu Kingdom of Vijayanagar. Its fabulously rich princes built Dravidian temples and palaces which won the admiration of travellers between the 14th and 16th centuries. Conquered by the Deccan Muslim confederacy in 1565, the city was pillaged over a period of six months before being abandoned.

**Date of ICOMOS approval of this report**

14 March 2012

### 2 Issues raised

**Background**

The property was inscribed in 1986 with clearly defined boundaries and a buffer zone partly drawn at a kilometre distance around the property and partly by the edge of the map submitted in the nomination file. This buffer zone surrounded the property to the east, south and west, however, no buffer zone had been defined to the north of the Tungabhadra River.

Since the first Periodic Reporting cycle, reported on in 2003, the boundaries of the property and buffer zone were considered inadequate to take into account the landscape significance of the property and had been acknowledged to have insufficiently protected the property in the context of the cable-suspended bridge constructions, which led to its inscription on the List of World Heritage in Danger (1999-2006). It was suggested as an outcome of the Periodic Reporting exercise to extend the protected area (including property, buffer zone and peripheral zone) from at the time 4700 hectares to 10,590 hectares.

This suggestion corresponded to the site definition by the 1988 gazette notification of the Government of Karnataka (under Sub Section 3 of the Section 19 of Karnataka

Ancient and Historical Monuments and Archaeological Sites and Remains Act 1961 vide notification No.ITY 137 KMU 84), and also corresponds to a recommendation provided by ICOMOS in 1982, regarding the potential World Heritage inscription of the property. The property boundaries were modified at the request of the State Party and were laid out in three separate zones, the property of 4187.27 hectares, a surrounding buffer zone of ca. 5300 hectares and a so-called peripheral zone of an additional 3110 hectares. The total area of the three zones covered approximately 10,590 hectares designated as adequate for the property protection. This tripartite zoning had already been legally established as part of the Hampi World Heritage Area Management Act adopted in 2001, which was acknowledged by the World Heritage Committee in 2002.

In 2006, the State Party submitted an integrated management plan for the property, which envisaged further future extensions of the property and the buffer zone, then supposed to integrate the peripheral zone and areas beyond the current protective boundaries. The anticipated extension presented in map 8 of the integrated management plan significantly enlarges the property boundaries towards the east and proposes an enlarged buffer zone, which reaches even beyond the district boundaries, up to the Tungbhadra Reservoir in the west, Daroij Tank to the east, Bankal (khurd) to the north and covering large areas of Sandur in the south.

At its 33rd session in 2009 the World Heritage Committee acknowledged in its decision 33COM 7B.71 a new proposal for a boundary extension to the buffer zone, presented by the State Party in the context of its state of conservation reports, which foresaw a total area coverage of 13,623.55 hectares. The Committee requested the State Party to “*Consider officially submitting a request for the extension of the boundaries of the property and its buffer zone according to the procedures indicated in the paragraphs 163-164 of the Operational Guidelines*”. This request was reiterated by the World Heritage Committee in its 34th (Brasilia, 2010) and 35th (Paris, 2011) sessions respectively.

**Modification**

The modification request now submitted by the State Party as a minor boundary modification according to the procedure outlined in the Operational Guidelines, proposes to enlarge the buffer zone of the property to cover an area of 19,453.62 hectares, which would then with the property of 4,187.24 hectares – which remains unmodified – constitute a total protected area of 23,640.86 hectares. The revised buffer zone incorporates the previously designated peripheral zone and, in addition, integrates territories beyond the previous peripheral zone.

The motivation indicated by the State Party for this extension of the buffer zone, is to match the boundaries of the buffer zone with the administrative boundaries of the villages to ease administrative processes. It was realized that the previous buffer zone boundary divided several

parcels of single land ownership, which provided potential for conflict in land use and development decisions.

The proposed new boundaries are intended to ensure uniformity in the implementation of the relevant legal provisions for the protection of the Hampi World Heritage Property. The areas covered by the extended buffer zone have therefore been integrated in the management and governance mechanism regulated in the Hampi World Heritage Area Management Act, which clarifies the roles and responsibilities of the key agencies operating within the proposed buffer zone.

### **3 ICOMOS Recommendations**

ICOMOS considers the extension of the buffer zone as an important step in the long-term gradual extension of the property and buffer zone of the Group of Monuments at Hampi, towards the boundaries envisaged in the Integrated Management Plan. ICOMOS recommends in this context that the State Party continues to consider further future extensions of the property and its buffer zone, until the boundaries indicated in map 8 of the Integrated Management Plan, submitted in 2006, have been officially approved.

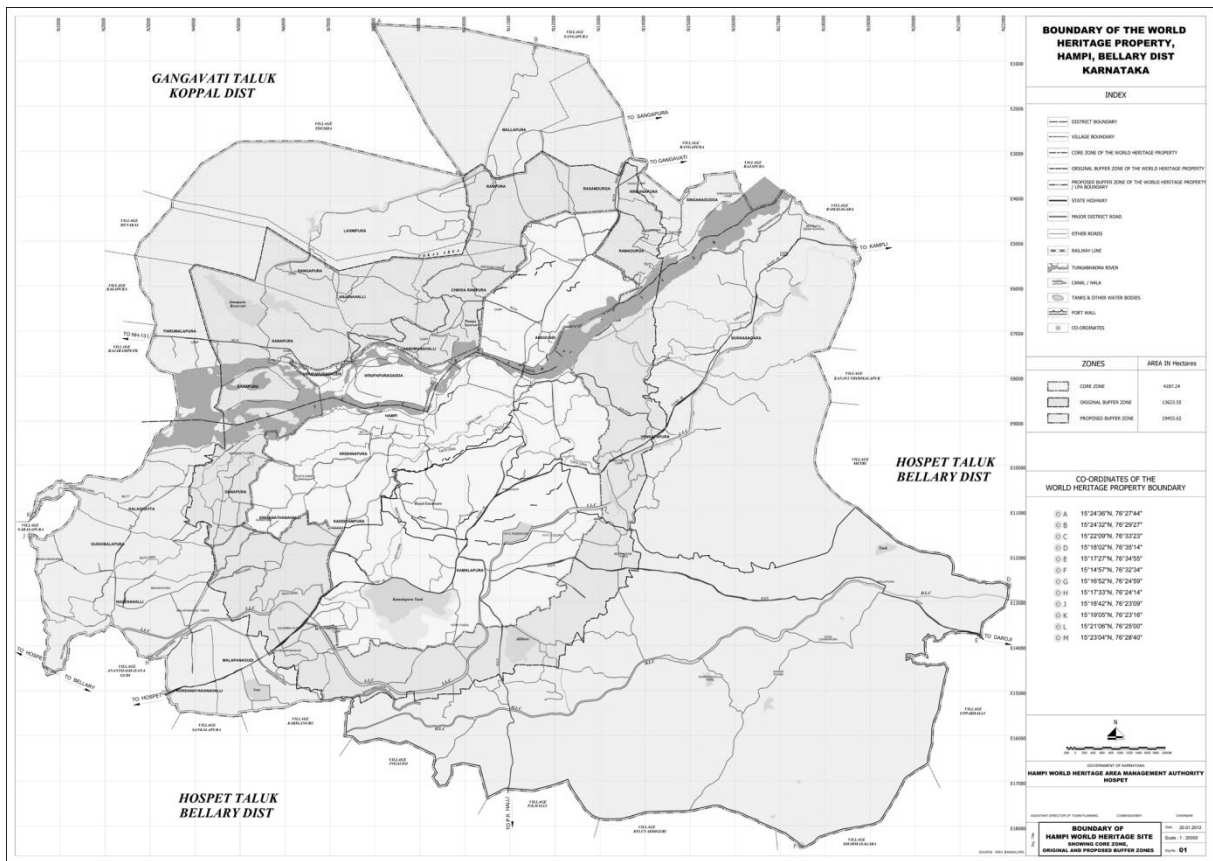
ICOMOS considers that the present extension will make a contribution to strengthening the management of the World Heritage property as well as the protection of its Outstanding Universal Value.

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed extension to the buffer zone for the Group of Monuments at Hampi, India, be **approved**.

ICOMOS also recommends that the State Party continues for the future extension of the property and buffer zone towards the envisaged property boundaries presented in the integrated management plan.





Map showing the revised boundaries of the buffer zone

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## Sun Temple Konârak (India)

### No 246

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#### 1 Basic data

**State Party**  
India

**Name of property**  
Sun Temple, Konârak

**Location**  
Orissa, district of Purhi  
India

**Inscription**  
1984

#### Brief description

On the shores of the Bay of Bengal, bathed in the rays of the rising sun, the temple at Konarak is a monumental representation of the sun god Surya's chariot; its 24 wheels are decorated with symbolic designs and it is led by a team of six horses. Built in the 13th century, it is one of India's most famous Brahman sanctuaries.

**Date of ICOMOS approval of this report**  
14 March 2012

#### 2. Issues raised

##### Background

The area of the property as inscribed is 14.164ha. The area of the proposed buffer zone is 60.904ha. At the time of inscription no buffer zone was defined.

In 2002 the World Heritage Committee (decision WHC-2002/CONF.201.1/11REV) in its request for a report from the State Party, encouraged the authorities to submit an international assistance request for elaborating a Comprehensive Management plan to mitigate potential threats by illegal encroachment and ad-hoc construction in the surrounding area.

In 2003 at which time a buffer zone is recorded, the Periodic Report suggests that the boundaries (demarcation line and buffer zone) "are adequate" but the report goes on to state that the "Buffer zone around the property (should be) extended by land acquisition for a better management of the site". The report goes on to state that "there are 5 management related plans for safety, environment, master planning, environmental development and tourism management". Notwithstanding these plans, development pressure, modernisation, deforestation and urban growth together

with 40% increase in tourism pressure are described among other threats and risks to the property in 2003.

The property, set in parkland is in State ownership and managed at national regional and local levels by the Archaeological Survey of India and protected under national legislation: Ancient Monuments and Archaeological Sites and Remains Act 2010 and its predecessors 1958, 1959, amendment act 1992 and the AMASR rules (1992), the Orissa Forest Act 1972, Puri-Konark Development Authority Act 1993 and the Notified Area Council Act 1950.

##### Modification

The property did not have a buffer zone at the time of inscription, although a buffer zone is depicted in the Periodic Reporting documents of 2003 in which it is described as the "prohibited and regulated area (buffer zone)". At the time the threats and risks to the property included natural environment issues and more notably tourism pressure (an increase of 40% in visitor numbers to 2000), development pressure and urbanisation.

The current request has been made to officially create and approve a buffer zone. The proposed buffer zone includes the route of a proposed ring road some 200m from the boundary of the inscribed property and a current roadway that bounds the site on its eastern and northern sides.

Adjacent to the existing road the buffer zone incorporates the offices and a significant tourist-management infrastructure for the site. This includes: the Archaeological Survey of India offices, a police station, a health centre, two hotels (Yatri Nivas and Panth Nivas), an archaeological museum and an open air auditorium. The function of the proposed buffer zone is to regulate "incompatible development and construction activity around (and) up to 300m beyond the property's perimeter".

No details are provided as to how the proposed Buffer Zone will be protected and managed to achieve these aims. Nor are details provided as to how management of the proposed buffer zone relates to agreed Plans for the property.

Although putting in place a buffer zone that extends to the ring road has some logic, it is not clear how far the area proposed is large enough to have an impact on the acknowledged environmental and development pressures.

The setting of the temple at Konarak extends beyond the ring road into the surrounding more urban area and south to the Bay of Bengal. There would appear to be a need for this wider area also to be protected in order to address effectively the development threats.

It would also appear that, in particular, there is a need to extend the buffer zone to the sea in the south and along the coast, in order to protect the relationship between the

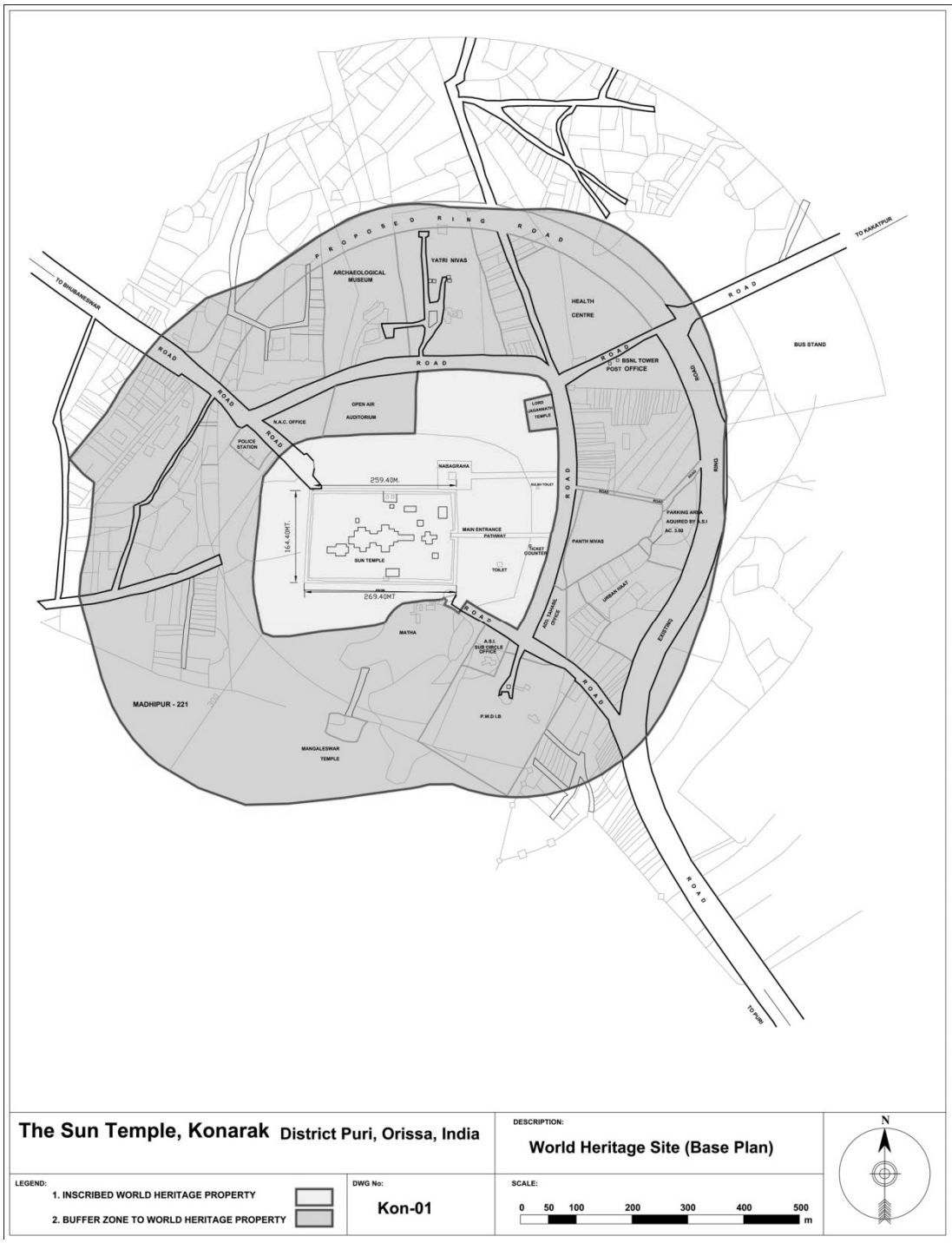
temple and the sea and to allow for the management of coastal trees to control saline wind and blown sand, both of which can have a devastating impact on the stone sculptures, as was shown by the 1999 cyclone.

### **3 ICOMOS Recommendations**

#### **Recommendation with respect to inscription**

ICOMOS recommends that the examination of the proposed buffer zone for Sun Temple, Konârak, India, be **referred back** to the State Party in order to allow it to:

- reconsider the boundaries of the buffer zone in order to put in place a buffer zone that is large enough to have an impact on development pressures, deforestation and pollution linked to stone erosion, and in particular consider extending the buffer zone to and along the coast to allow for an area where trees can be managed to control saline wind and blown sand;
- provide information on the protection and management arrangements for the proposed buffer zone and how these relate to acknowledged threats and to the approved plans for the property.



Map showing the boundaries of the proposed buffer zone

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## Agra Fort (India)

### No 251

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#### 1 Basic data

**State Party**

India

**Name of property**

Agra Fort

**Location**

Uttar Pradesh, Agra District

India

**Inscription**

1983

**Brief description**

Near the gardens of the Taj Mahal stands the important 16th-century Mughal monument known as the Red Fort of Agra. This powerful fortress of red sandstone encompasses, within its 2.5-km-long enclosure walls, the imperial city of the Mughal rulers. It comprises many fairy-tale palaces, such as the Jahangir Palace and the Khas Mahal, built by Shah Jahan; audience halls, such as the Diwan-i-Khas; and two very beautiful mosques.

**Date of ICOMOS approval of this report**

14 March 2012

#### 2 Issues raised

**Background**

At the time of inscription (7<sup>th</sup> session, Florence, 1983), the World Heritage Committee recommended that 'the authorities create a buffer zone of protection between the Fort and the Taj Mahal so as to safeguard the landscape and the environment between these two quite different monuments'. This recommendation reflected the view of ICOMOS that the Agra Fort, may not be artificially disassociated from the Taj Mahal, despite the commemorative nature of the later, as the two bear an exceptional and complementary testimony to the Mughal rule of the 17th century.

In the first round of Periodic Reporting (Cycle 1, 2003), the State Party reported that, as part of the Taj Trapezium Zone Master Plan, there would be the development of green belts around the monuments (Agra Fort and the Taj Mahal) and the creation of a Heritage Zone that linked Agra Fort and the Taj Mahal as one unit.

At its 28<sup>th</sup> Session, (Suzhou, 2004), the World Heritage Committee requested the State Party to integrate the Taj Mahal and Agra Fort as one protected World Heritage area to ensure better management, and to upgrade the protective boundary and buffer zones (decision 28 COM 15B.58).

In response to decision 34 COM 7B.68 of the World Heritage Committee at its 34<sup>th</sup> session, (Brasilia, 2010), in relation to the Retrospective Inventory, the State Party in its State of Conservation Report for 2011 stated that the property had a buffer zone of 500 metres from the property boundary i.e. an area of 197.72 hectares. Within this buffer zone there is a regulated area within 300 metres from the property boundary.

**Modification**

The State Party has now formally submitted a buffer zone for approval. The buffer zone is smaller than that described in 2011. It is within an area 300 metres from the property boundary and covers an area of 101.225 hectares rather than the 197.72 hectares that encompassed an area within a perimeter 500 metres from the property boundary.

Within the buffer zone there are two zones of protection as set out in the Archaeological Sites & Remains Act 1958. Up to 100 metres from the property is a Prohibited area where no construction or mining/quarrying or excavation may be undertaken. The next 200 metres is a Regulated area which is regulated according to Heritage By-Laws which are under preparation. The Amendments and Validation Act, 2010, defines construction, reconstruction, repair, etc. and penalty regimes.

The justification for the proposal is stated to be the need to protect and regulate the property from infrastructural development both authorised and unauthorised and from well-intentioned tourist development that does not respect the *Operational Guidelines*.

#### 3 ICOMOS Recommendations

ICOMOS notes that the modification is a clarification of the buffer zone arrangements that were reported to be in place in the State of Conservation report submitted by the State Party in 2011. However the boundary has been reduced from 500 metres from the property to 300 metres and thus the area reduced from 197.72 hectares to 101.225 hectares.

As is made clear, this type of buffer zone that extends to a fixed line 300 metres from the property is part of the protection afforded to designated property under the Archaeological Sites & Remains Act 1958. Such protection is important. However the 300 metre boundary is not linked to features on the ground and cuts across residential and commercial areas with some buildings half in and half out of the zone.

Furthermore this buffer zone is very small in relation to the threats that are recognised in the State Party submission and in the Periodic Reporting exercise. The urban areas around the fort are expanding as are tourism projects to cater for the increasing and very large numbers of tourists. The proposed buffer zone is not large enough to have any significant impact on these areas. Also the buffer zone does not address the need to link Agra Fort with the Taj Mahal, as requested by the World Heritage Committee.

ICOMOS considers that the buffer zone needs to be reconsidered and extended beyond the 300 metres perimeter that is an automatic protection area for designated monuments, to encompass a wider area that links Agra Fort with the Taj Mahal. Within such a larger area, the planning and other constraints beyond the 300 metre perimeter would need to be related to the potential threats to both properties.

#### **Recommendation with respect to inscription**

ICOMOS recommends that the examination of the proposed buffer zone for Agra Fort, India, be **referred back** to the State Party in order to allow it to:

- Reconsider the scope of the buffer zone to:
  - reflect the recommendation of the World Heritage Committee at the time of inscription of the property to “create a buffer zone of protection between the Fort and the Taj Mahal so as to safeguard the landscape and the environment between these two quite different monuments”;
  - ensure its boundaries respect the landscape features.



Map showing the boundaries of the proposed buffer zone

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## Fatehpur Sikri (India)

### No 255

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#### 1 Basic data

**State Party**

India

**Name of property**

Fatehpur Sikri

**Location**

Uttah Pradesh, district of Agra  
India

**Inscription**

1986

**Brief description**

Built during the second half of the 16th century by the Emperor Akbar, Fatehpur Sikri (the City of Victory) was the capital of the Mughal Empire for only fifteen years. The complex of monuments and temples, all in a uniform architectural style, includes one of the largest mosques in India, the Jami Masjid.

**Date of ICOMOS approval of this report**

14 March 2012

#### 2 Issues raised

**Background**

The Advisory Body's evaluation in 1983 of the nomination of Fatehpur Sikri as a group of monuments for World Heritage inscription considered that the property boundary of Fatehpur Sikri should include all the area within the city wall: "At Fatehpur Sikri, which may be defined as both an archaeological and a urban ensemble, it would be derisory to consider only the protection of a limited group of monuments. All of the area intra-muros should be included and a wide area of protection defined around it" and consequently recommended deferral of inscription "while awaiting a satisfactory demarcation and sufficient guarantees of preservation".

Supplementary Information provided to ICOMOS from the Government of India dated 20 November 1986 stated that the property boundary is indicated by the blue line on "the map of the Archaeological Survey of India presently in your possession" (labelled 'Revenue Map of the area around the monuments at Fatehpur Sikri ') and the prohibited (buffer) area is enclosed by the red line on the same map. The blue line encloses only the limited group of monuments and not the full area enclosed by the city wall. However all of the area within the city wall

and a wide area surrounding it are enclosed within the red line. Fatehpur Sikri was thus inscribed in 1986. It is clear that the World Heritage Committee inscribed the property as a group of monuments within the boundary demarcated by the blue line, but with the understanding that the buffer zone included all the area enclosed by the city wall with a wide area of protection around it, demarcated by the red line.

In response to subsequent concerns relating to the protection and management of the property and the buffer zone boundary as expressed in World Heritage Committee Decisions 31 COM 7B.80 and 34 COM 7B.68, the State Party's State of Conservation report (2011) confirmed that the red line on the map held by the Committee ('Revenue Map') defined the buffer area and stated that the area of the property (core area) is 60.735 ha and "the buffer area ie. 300 m periphery from the protected limit is 475.542 ha". However the scale on the 'Revenue Map' indicates that the red line is drawn 300m periphery from the city wall, rather than from the blue line property boundary, indicating a discrepancy between the buffer zone as originally understood by the Committee and the buffer area now promoted by the State Party as 300 m from the property. The State Party has therefore submitted a proposal for a modification of the buffer zone.

**Modification**

The proposed buffer zone boundary indicated on the plan accompanying the modification proposal is sketchily shown to follow a periphery of 300 m from the boundary of the property. This is in accordance with the 1992 declaration under the Ancient Monuments, Archaeological Sites and Remains Act (1958) that no construction or excavation (mining/quarrying) can be practised within 100 m from a 'protected area', and no development without a permit can occur within a further 200m from that prohibited limit, giving in effect a total envelope of 300 m of Prohibited and Regulated areas as the Buffer Zone around the property. Any violations are punishable under the Amendment and Validation Act 2010.

The area of the property is stated as 60.735 ha, and the buffer zone covers 157.37 ha; the latter is only a third of the size of the original buffer zone. Because the proposed new buffer zone boundary is not shown on a cadastral map, it is not clear how it relates to the existing village developments to the east and west of the property, but comparison with the 'Revenue Map' indicates that it does include parts of the villages. It includes the city wall to the east as this forms the east boundary of the property, but to the west it is about 70 m inside the city wall. To the north it encompasses the remains of the city wall, and possibly the southern edge of the former lake, but to the south it runs along about parallel to the railway line and is about 40 m inside the city walls.



The State Party proposes that the Buffer Zone would contribute to sustaining the Outstanding Universal Value of the property and the holistic understanding of the setting by including vernacular architecture, and is necessary to protect the integrity of the site.

ICOMOS notes that no reason is given as to why the buffer zone shouldn't follow the red line boundary shown on the 'Revenue Map' 300 m outside the city walls as originally inscribed. However urban encroachment seems to be developed very close to the inscribed property.

ICOMOS also notes that it is not clear in the new proposal how the city walls themselves are protected outside the buffer zone.

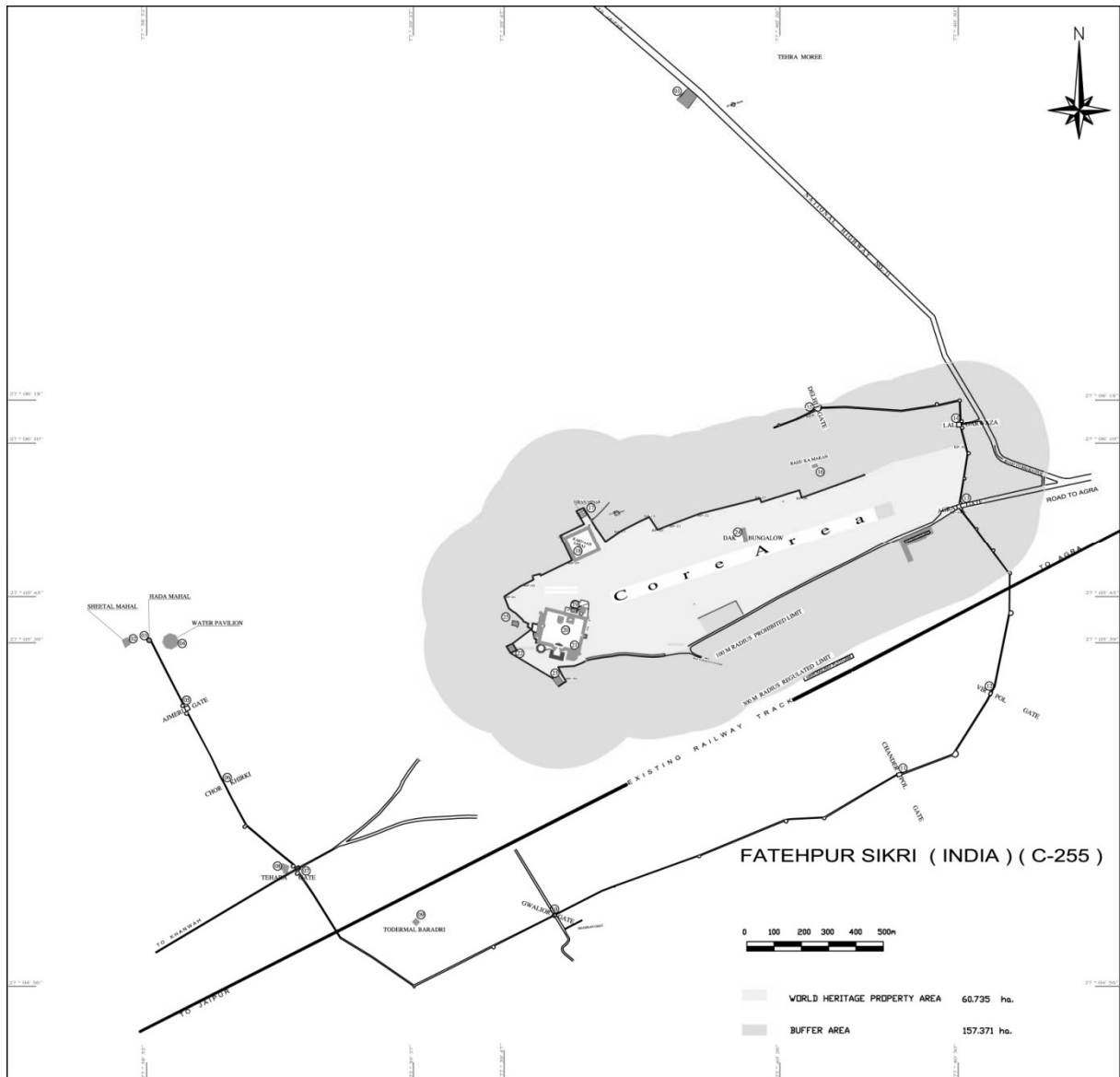
ICOMOS considers that the proposal is not adequate in its present form, in that the proposed boundary is tied only to an existing legal concept and is not related to the actual topographical setting of the property, important views or other attributes, and is not fixed by precise boundaries as required by the *Operational Guidelines for Implementation of the World Heritage Convention* paragraph 104.

### 3 ICOMOS Recommendations

#### **Recommendation with respect to inscription**

ICOMOS recommends that the examination of the proposed buffer zone for Fatehpur Sikri, India, be **referred back** to the State Party in order to allow it to:

- enlarge the proposed buffer zone in order to comply with the 'Revenue Map' as confirmed in 2011;
- provide an adequate map showing the precise boundaries of the property and buffer zone either topographic or cadastral, presented at a scale which is appropriate to the size in hectares of the property, and bearing a labelled coordinate grid;
- explain how the buffer zone will be legally protected and how it will protect the property from encroaching development.



Map showing the revised boundaries of the buffer zone

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# Buddhist Monuments at Sanchi (India) No 524

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## 1 Basic data

### State Party

India

### Name of property

Buddhist Monuments at Sanchi

### Location

Madhya Pradesh  
India

### Inscription

1989

### Brief description

The property is located about 40 km from Bhopal, on a hill overlooking the plain and comprises a group of Buddhist monuments (monolithic pillars, palaces, temples and monasteries), the majority of which date back to the 2nd and 1st centuries B.C and all in different states of conservation. Sanchi is the oldest existing Buddhist sanctuary and was a major Buddhist centre in India until the 12th century A.D.

### Date of ICOMOS approval of this report

14 March 2012

## 2 Issues raised

### Background

The boundary of the World Heritage property comprises several buildings and structures, including stupas, monolithic pillars, palaces, temples and monasteries, dating back from 3<sup>rd</sup> century BC to 11-12<sup>th</sup> century AD, attesting to the flourishing of Sanchi as a Buddhist centre along more than 15 centuries. The property is located on a hillock at the base of which five villages are located and from which a view on the surrounding rural landscape can be enjoyed.

At the time of inscription no buffer zone was formally proposed for the property, although the provided cadastral map delimited two 'prohibited' areas with an irregular perimeter located to the west of the property. The size of the property as inscribed is 53.548ha.

In the 2003 Periodic Reporting exercise, the State Party reported the need to acquire more land to ensure the effective protection of the property and of the buffer zone, due to the development pressure posed by the villages.

The report also informs that excavations have been carried out within the property; they have revealed archaeological remains which strengthen the knowledge of the site as well as its integrity and authenticity.

### Modification

A request to create a buffer zone under the minor boundary modification procedure has been made by the State Party on the base of the modifications made to the Ancient Monuments, Archaeological Sites and Remains Act (AMASR Act) 1958 through the Notification n. 1764 Dt. 16/06/1992 and followed by the AMASR Act Amendment and Validation Bill n. 26/2010. This establishes that areas extending 100m from the limits of a protected monument or area should be regarded as prohibited areas (no construction can be carried out within); whilst areas extending further 200m from the boundaries of the prohibited areas should be considered 'regulated areas', where building activity should be regulated by specific bylaws, under elaboration. However the 2010 amendment allows for larger prohibited and regulated areas, where needed.

The size of the proposed buffer zone will be 126.973ha. No modification is proposed to the boundaries of the inscribed property.

The cadastral map provided with the request is provided with a graphic scale. However, its scale of restitution does not allow the identification of the path followed by the boundaries of the buffer zone.

The World Heritage property is protected by the 1958 Ancient Monuments and Archaeological Sites and Remains Act (AMASR Act), as amended in 2010 by the Amendment and Validation Bill n. 26. The property is maintained by the Archaeological Survey of India, through its Bhopal Circle, funded by the Consolidated Fund of India.

Additionally, a Development Plan, elaborated under the Madhya Pradesh State Act 23/1973, has been approved in July 2000 and is expected to regulate the development of the Sanchi area until 2011.

## 3 ICOMOS Recommendations

ICOMOS considers that the proposal to create a buffer zone surrounding the inscribed property should be regarded as a positive step forward towards its improved protection.

However, ICOMOS observes that the identification of fixed 'buffer' areas by law around protected archaeological monuments appears a reasonable but too general safeguard measure to grant the required layer of additional protection to the property. According to the *Operational Guidelines for the Implementation of the World Heritage Convention*, the buffer zone is created to ensure the effective protection of the property, and it "should include the immediate setting of the nominated

property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The area constituting the buffer zone should be determined in each case through appropriate mechanisms” (Paragraph 104).

ICOMOS observes that the inscribed property is located on the top of a hill from pleasant views over the nearby villages and the surrounding rural landscape can be enjoyed. These should be protected by encroachment and chaotic urban development or infrastructures. ICOMOS considers that only a wider buffer zone including the village to the north of Sanchi and the area named Khanakera Kalan could grant an adequate level of additional protection to the property and to its relationship with the setting. Attention should be also given to the protection of the views over the surrounding landscape from the World Heritage property.

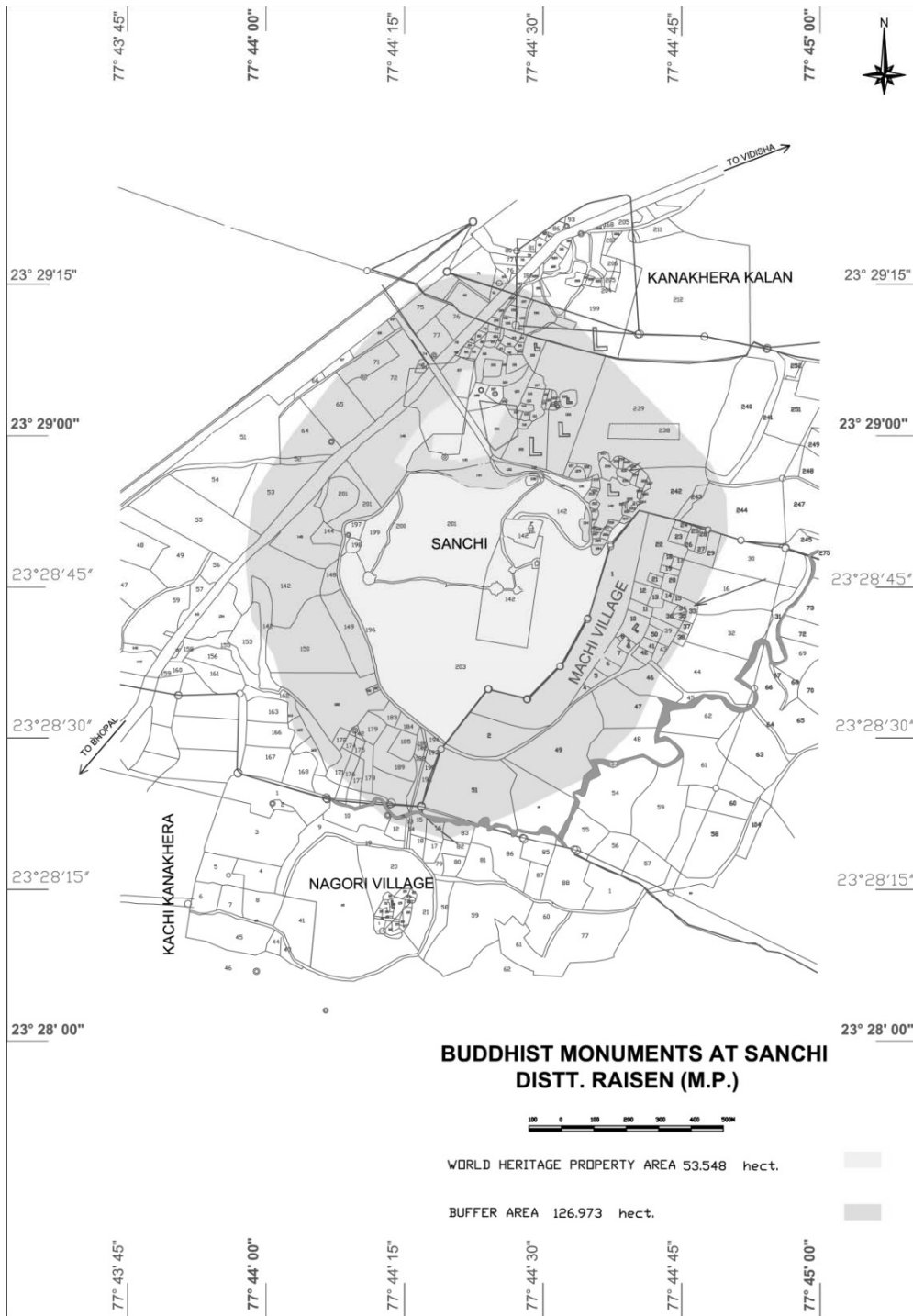
ICOMOS further observes that boundaries conceived on the base of a geometric rationale, as those proposed by the State Party for Sanchi, could pose identification problems in practice, in that they are not anchored to physical features, administrative or ownership limits and may not provide an appropriate, site- specific layer of protection.

Finally ICOMOS considers that the management plan for the property as well as other types of plan defined by the legislation in force – i.e. the Sanchi Development Plan, planned to be valid until 2011 - may represent useful instruments to delimit special safeguard areas and to regulate the activities within an enlarged buffer zone.

#### **Recommendation with respect to inscription**

ICOMOS recommends that the examination of the proposed buffer zone for Buddhist Monuments at Sanchi, India, be **referred back** to the State Party in order to allow it to:

- enlarge the proposed buffer zone to include the village to the north of Sanchi and the area named Khanakera Kalan and ensure its boundaries respect the landscape features;
- provide an adequate map showing the precise boundaries of the property and buffer zone either topographic or cadastral, presented at a scale which is appropriate to the size in hectares of the property, and bearing a labelled coordinate grid;
- include the boundaries of the buffer zone within the existing planning instruments and develop safeguard and conservation measures to be incorporated into these plans.



Map showing the boundaries of the proposed buffer zone

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# Chhatrapati Shivaji Terminus (India)

## No 945rev

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### 1 Basic data

#### State Party

India

#### Name of property

Chhatrapati Shivaji Terminus (formerly Victoria Terminus) Station

#### Location

City of Mumbai, Maharashtra State  
India

#### Inscription

2004

#### Brief description

The Chhatrapati Shivaji Terminus (CST), in Mumbai, is an outstanding example of Victorian Gothic Revival architecture in India, blended with themes deriving from Indian traditional architecture. The building was designed by the British architect F.W. Stevens, and it became the symbol of Bombay as the 'Gothic City' and the major international mercantile port of India.

#### Date of ICOMOS approval of this report

14 March 2012

### 2 Issues raised

#### Background

The World Heritage Property is located at the heart of the city of Mumbai, within the Fort Precinct, an area which assisted major urban development in the second half of the 19<sup>th</sup> century, where it was built between 1878 and 1888 and where several High Victorian Gothic buildings were erected to serve mostly administrative or institutional functions. The property therefore is part of a coherent urban setting which is almost contemporary to the construction of the Terminus and certainly belonging to the same historic- cultural context.

At the time of the inscription, the property (2.85ha) was surrounded by three different buffer zones:

Buffer zone 1: located east of the inscribed property, this is an immediate buffer zone surrounding this cultural property and represents the prohibited zone, forming sub precinct 11 – VT Station as defined by Heritage Regulation for Greater Mumbai 1995. This buffer zone is delimited by W.Hirachand Marg on South, Dr D.N Road on West, P D'Mello road on East and the boundary wall of St George Hospital on the North and covers 17.5ha.

Buffer zone 2: Located to the north of the property, it comprises the track area and vacant area of Carnac Bundar owned by the Central Railway only. It is delimited by P D Mello Road to the East, the Carnac Bundar bridge to the north, the railway boundary wall to the West and covers 25.6ha.

Buffer zone 3: Situated to the south and west of the Terminus, it includes the residential, institutional and commercial fabric and is formed by 3 sub-precincts on the Mumbai Fort Precinct: the Esplanade sub-precinct, the BMC sub precinct and part of the Oval sub-precinct. It is delimited by Dr D.N road to the East, L. Tilak Road to its North, and M.G Road to its West and covers 47.11ha.

Because of the urban and stylistic coherence of the Fort Precinct, the nomination dossier foresaw a proposal for future extension of the buffer zone to include its most relevant part, as the base for an eventual nomination to the World Heritage List of a cluster of buildings contemporary to the Terminus.

At the time of the nomination evaluation process, ICOMOS was informed that the Central Railway was planning an extension of three more railway lines and the construction of a new station, behind the old Terminus. However, no information was provided on the height and volume of this proposed building.

On 18 November 2009, following reception of information, the World Heritage Centre sent a letter to the State Party, requesting details on two major projects that would concern the inscribed property, namely a large conservation project of the CST building and a proposed development project within the buffer zone of the property.

Following a meeting in Mumbai, on 1 June 2010 the UNESCO Office in New Delhi sent a letter to the General Manager of the Central Railway suggesting, among other, to send the project of the planned extension of the station to the World Heritage Centre.

On 22 August 2011 the World Heritage Centre sent a letter to the State Party requesting information and comments of the development projects within the buffer zone of the property and its proposed reduction, following a press article on this topic.

The State Party has not responded yet to none of these letters, meanwhile a request for reducing the buffer zone around the CST has been submitted for examination by the World Heritage Committee at its 36<sup>th</sup> Session.

#### Modification

The request presented by the State Party proposes to reduce the buffer zone of 22.5ha out of 90.21ha. The State party explains that the reduction would occur within a process of rationalisation and merging of the existing three buffer zones, as requested during the Periodic Reporting exercise, completed in 2011.

The State Party informs that the proposed modifications will not affect the area demarcated as buffer zone 1, whilst the major reduction will concern the track area and the vacant lot included in buffer zone 2 to the north of the Terminus, which is reputed to be the most distant and less visible from the property. A small extension of the buffer zone 3 is also planned to include D.N. Road in front of the CST, with a view to ensure the reorder of the advertisement hoardings and displays and so to improve the ambience of the area.

The State Party justifies the proposal of resizing the buffer zone, explaining that this portion of land is suitable for shifting a number of facilities, including a new terminal for long distance trains, so as to reduce the congestion in the CST and to divert traffic from the area in front of the main entrance of the World Heritage property, where only a pedestrian access will be created for local commuters.

The maps provided along with the modification request are not adequate in scale or legible. This does not allow the full understanding of the proposed reduction and modification of the buffer zone nor of the path of the proposed new boundaries.

The property is protected as grade I building under the Heritage Regulation of greater Bombay 1995. The management of this property is with the Divisional Railway Manager, Mumbai division, Central Railway, which also ensures the daily maintenance of the structure. The buffer zones 1 and 3 fall within the Fort Precinct, which is protected by the same legal tool, and administered by the Urban Development Department of the Government of Maharashtra. The buffer zone 2 which is planned to be reduced is entirely owned by the Indian Railway.

### 3 ICOMOS Recommendations

ICOMOS considers that the need to build new railways facilities to reduce the traffic in the Terminus and to improve the service to travellers and commuters would not require the reduction of the buffer zone, provided that the proposed facility does not adversely impact on the Outstanding Universal Value of the property. On the other hand, even if erected outside the buffer zone, a construction may jeopardize the value of a World Heritage property, as already seen in several circumstances. It is in this spirit that paragraph 172 of the *Operational Guidelines*, which requires that information on any large projects that may have adverse impacts on World Heritage property should be sent to the World Heritage Committee through the World Heritage Centre before any decision should be understood.

ICOMOS recalls the results of the Expert Meeting held in Davos from 11 to 14 march 2008, which recognised that "actions impacting on inscribed properties may take place well beyond the boundaries of a property or its buffer zone" and introduced the concept of "area of influence" to describe a wider area in which certain activities may have an impact upon the outstanding universal value of a

property. This concept was further developed and incorporated into the recommendation on the conservation of the Historic Urban Landscape.

ICOMOS further recalls that at the time of inscription the nomination dossier drew attention on the high architectural quality of the urban fabric of the Fort Precinct and ICOMOS itself stressed that the State Party should make every effort to guarantee its integrity. Furthermore, at that time, ICOMOS welcomed "the proposal [made by the State Party in the nomination dossier] to extend the buffer zone to cover the entire Fort Precinct area which in itself forms a fine example of the development in 19th century Bombay".

According to information received by the World Heritage Centre, confirmed by press articles, but not commented on by the State Party, the area of the buffer zone that is proposed to be removed will be subject to complete redevelopment, including a new train terminal, other service facilities necessary to the functioning of the railway hub but also some ten high rise buildings with commercial functions.

The existing building guidelines of the buffer zones foresee that, in buffer zone 2, which is planned to be removed from the buffer zone and where the urban regeneration project is foreseen, no high-rise buildings are allowed to avoid congestion and obstruction of the view over the World Heritage property.

Therefore this proposed reduction appears in contrast with the intentions manifested by the State Party when it submitted the nomination, in 2003, with the character of the buffer zone and the wider setting of the property and would pave the way to a large scale project on which no information have been received by the World Heritage Committee yet.

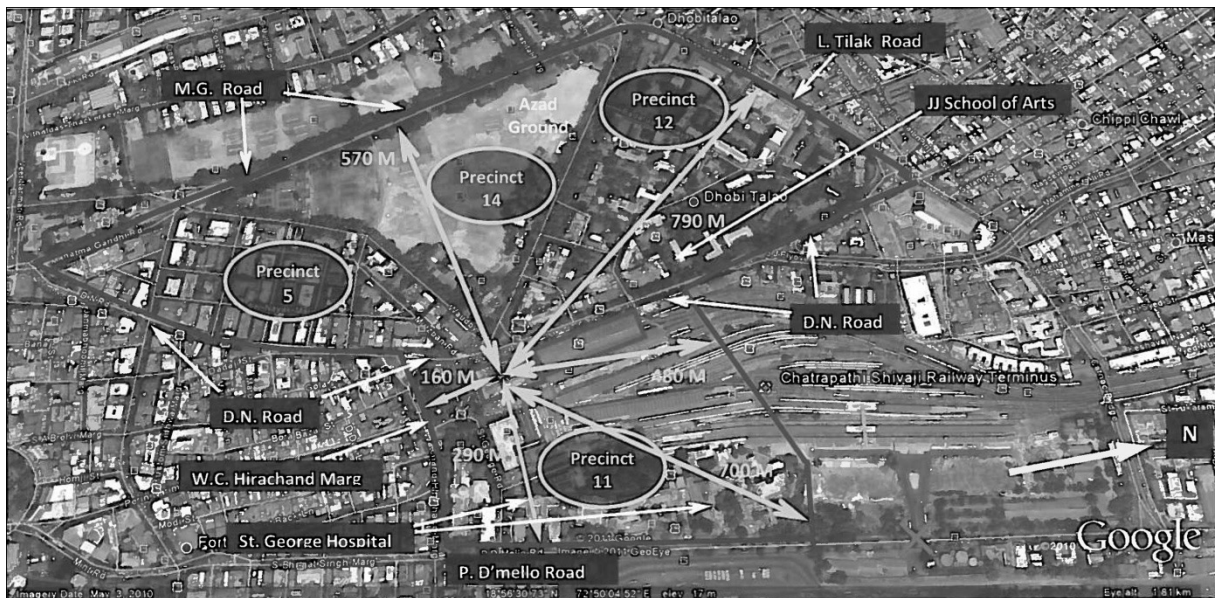
ICOMOS finally considers that any decision concerning the modification of the buffer zone should be preceded by a careful examination of the redevelopment project for this area and of the potential impacts that this may have on the outstanding universal value of the property.

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed reduction of the buffer zone of Chhatrapati Shivaji Terminus, India, **should not be approved.**

ICOMOS also recommends that Heritage Impact Assessments are carried for the large conservation project of the CST building and the proposed development project within the buffer zone in order to ensure that these do not impact adversely on the outstanding universal value of the property.

ICOMOS further urges the State Party to provide detailed information on these projects to the World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention*.



Aerial photograph showing the revised boundaries of the buffer zone



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## Choirokoitia (Cyprus) No 848

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### 1 Basic data

**State Party**  
Cyprus

**Name of property**  
Choirokoitia

**Location**  
District of Larnaca

**Inscription**  
1998

#### Brief description

The Neolithic settlement of Choirokoitia, occupied from the 7th to the 4th millennium BC, is one of the most important prehistoric sites in the eastern Mediterranean. Its remains and the finds from the excavations there have thrown much light on the evolution of human society in this key region. Only part of the site has been excavated, and so it forms an exceptional archaeological reserve for future study.

**Date of ICOMOS approval of this report**  
14 March 2012

### 2 Issues raised

#### Background

The World Heritage property inscribed in 1998 included the archaeological remains excavated from 1977 to 1998 of the Aceramic Neolithic settlement of Choirokoitia, dating from the 8<sup>th</sup> Century BC. The settlement exposed at that time extended along the south-western slope of a peninsular bounded on the north, east and south-east by the Maroni River. It is characterised by circular dwellings constructed of stone, mud brick and rammed earth, and was protected on the west by successive walls with a complex defensive gateway.

Recent excavations to the north of the World Heritage property boundary have exposed parts of a wall following a parallel course to the Maroni riverbed, constituting the northern boundary of the settlement. This confirms that the original settlement was expanded to the north. The new evidence enriches knowledge of the social organization of the settlement as the construction of the extended wall at such length expresses a collective effort that implies a strongly structured social organization.

The previous request by the State Party for a boundary modification to cover the new excavations was referred back because it did not include the full extent of the site indicated on the plan provided with the proposal, which covered the greater part of the peninsular surrounded on the north, east and south-east by the Maroni river.

The World Heritage Committee adopted the following decision (UNESCO headquarters, 2011):

Decision 35COM 8B.53:

*The World Heritage Committee,*

1. *Having examined Documents WHC-11/35.COM/8B.Add and WHC-11/35.COM/INF.8B1.Add,*  
2. *Refers the examination of the proposed minor modification to the boundary of Choirokoitia, Cyprus, back to the State Party in order to allow it to:*

- a) Extend the boundary of the World Heritage property in order to enclose all of the State-owned property of the peninsular bounded by the Maroni river,*
- b) Identify the full extent of the site through field survey and geophysics, and strategic excavation if necessary, as prescribed by paragraph 100 of the Operational Guidelines and amend the boundary of the World Heritage property accordingly,*
- c) Enlarge the buffer zone to the north, east and south and complete negotiations on the final extent of the Controlled Zone.*

#### Modification

This new boundary modification proposal is in accordance with Decision 35COM 8B.53. Electromagnetic survey and excavations on the entire peninsula have clarified the limits of settlement. Excavations have shown that the enclosure wall followed a parallel course to the Maroni river bed. It is now proposed to extend the original property area of c.1.5ha to cover the full area of the peninsular by an additional c.4.7ha. This includes all the State-owned property protected according to the Antiquities Law as listed Ancient Monuments of the First Schedule.

In addition, the Controlled Zone has been extended to the north, east and south, enabling creation of a larger buffer zone around the site to protect both the Neolithic settlement and the surrounding natural landscape, which constitutes an integral part of the site. This has been agreed with the Department of Town Planning and Housing of the Ministry of Interior, the Larnaca District Administration and the Choirokoitia Community. The original Controlled Zone to the west of the site is privately-owned land protected by the Antiquities Law as Ancient Monuments of the Second Schedule. The additional area of the Controlled Zone as now proposed is protected by the Antiquities Law Section II, Article 11, which allows for the establishment of Controlled Areas around antiquities sites and controls the height and architectural style of any building proposed for erection

within them. The boundaries are shown on the map provided with the request.

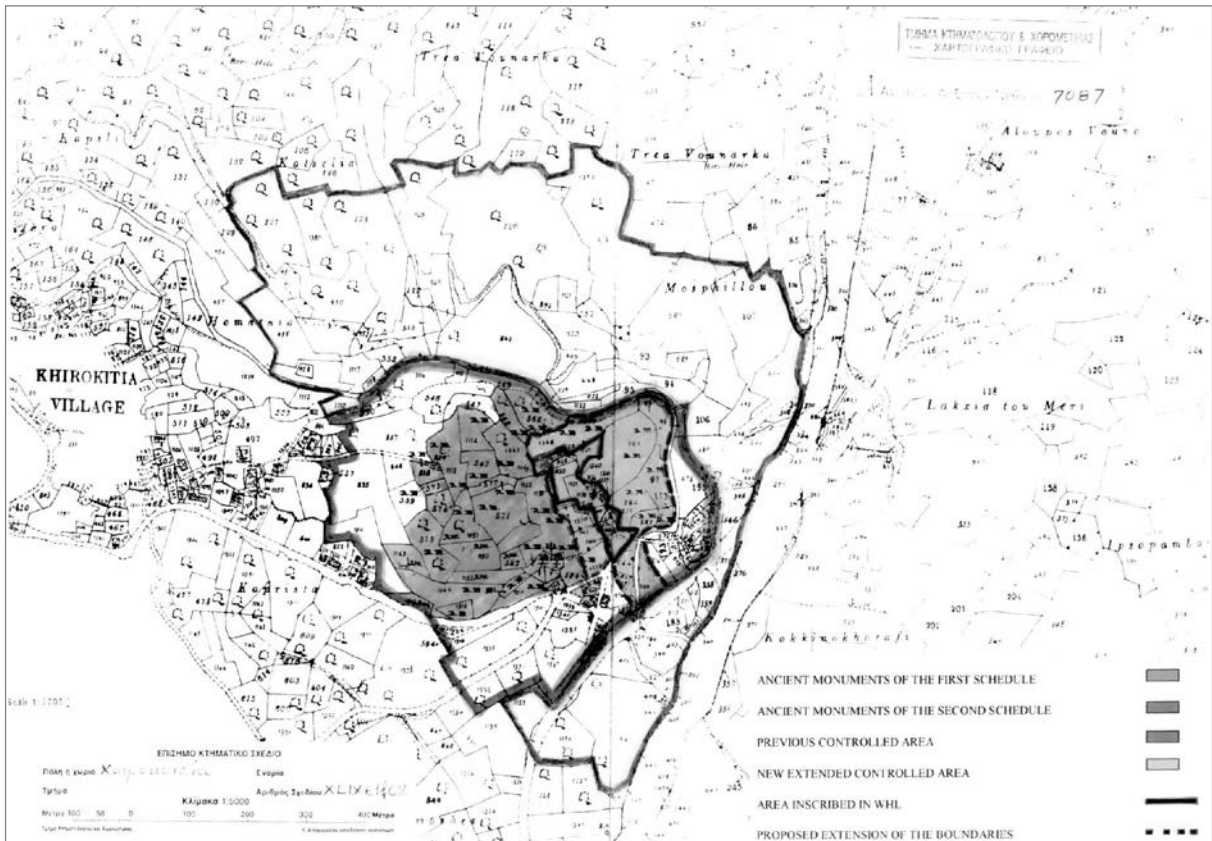
A Management Plan is being prepared for the whole property which aims to ensure the effective management of the site for future generations and to create a framework for future actions. Proposed actions include the improvement of the facilities of the site, new visitors' routes, proposals for shelters, a visitor centre, the development of an emergency evacuation plan, landscaping of the site and the development of educational programmes and activities.

ICOMOS considers that the proposed property boundary modification is necessary in order to fully encompass the Outstanding Universal Value of the site as stated in the original inscription Decision 22COM VIII.B.1. The extension of the Controlled Zone is also welcomed as being in accordance with Decision 35COM 8B.53.

### **3 ICOMOS Recommendations**

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed minor modifications to the boundary and to the buffer zone of Choirokoitia, Cyprus, be **approved**.



Map showing the revised boundaries of the property

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# Natural and Culturo-Historical Region of Kotor (Montenegro)

## No 125

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### 1 Basic data

#### State Party

Republic of Montenegro

#### Name of property

Natural and Culturo-Historical Region of Kotor

#### Location

City of Kotor and its surrounding territory  
Boka Kotorska  
Montenegro

#### Inscription

1979

#### Brief description

In the Middle Ages, this natural harbour on the Adriatic coast in Montenegro was an important artistic and commercial centre with its own famous schools of masonry and iconography. A large number of the monuments (including four Romanesque churches and the town walls) were seriously damaged by the 1979 earthquake but the town has been restored, largely with UNESCO's help.

#### Date of ICOMOS approval of this report

14 March 2012

### 2 Issues raised

#### Background

The property was originally nominated as a natural site but was inscribed only for its cultural values. Its title reflects these values in terms of the integral relationship of the buildings and monuments around the harbour to their natural setting. The property boundary as shown in the nomination dossier and the 2007 Management Plan encompassed all the nominated settlements including Kotor, Risan, Perast, Prčanj, Dobrata, Morinj and also their steeply rising natural backdrop around the harbour, coinciding with the crests of the natural sinkhole formation. According to the 2007 Management Plan the property totalled 14,600 ha comprising 12,000 hectares of land and 2,600 hectares of sea area. The property is bordered to the north and south-east by national parks, and by the Gulf of Tivat which formed the outer harbour and approach to Kotor from the south-west.

The property was initially included on the List of World Heritage in Danger in 1979 because of extensive damage

to the cultural heritage caused by the earthquakes that occurred six months prior to inscription. Following restoration and consolidation of the monuments with UNESCO's assistance, and following a joint UNESCO/ICOMOS reactive monitoring mission the property was removed from the Danger List in 2003. The mission recommended that a buffer zone be defined around the nominated area of the property. A series of missions and participations in round table meetings took place in Kotor between 2003 and 2006 in order to assist the State Party with the preparation of a Management Plan and involvement of stakeholders in the process. The draft Management Plan was completed in 2007 but did not include a buffer zone. The Periodic Report of 2005 noted uncontrolled urbanisation; poor protection of the cultural landscape and smaller settlements, and poor quality and planning of the new architecture in the protected area.

In 2008 a joint UNESCO/ICOMOS reactive monitoring mission was invited to consider the State Party's proposal to locate a bridge across the entrance to the inner harbour at Veriges as part of the bypass road. The mission recommended the definition and delineation of a *buffer zone* around the nominated area of the property as requested since 2003 to enhance protection in accordance with paragraphs 103 to 107 of the *Operational Guidelines for the Implementation of the World Heritage Convention*; the mission urged the authorities to clearly define such a buffer zone for the protection of the World Heritage property and take into account the integral aspects of the whole Boka Kotorska, noting that this region has an overall cohesion integrating cultural and natural aspects into a cultural landscape.

#### Modification

The current request as set out in the State Party's State of Conservation Report (2011) is for the creation of a buffer zone. The proposed buffer zone surrounds and includes all the formerly designated property area; the whole outer harbour including the Bay of Tivat extending out into the Adriatic and including a length of coast south to the border of the national park, and an area of hinterland to the north of the entrance to Tivat Bay but not the coast itself. The proposed buffer zone covers 41,100ha of land and 9,991 of sea, totalling 51,091ha. It covers the approach from the Adriatic Sea to the inner harbour including the proposed site of the Veriges bridge.

However the property area as shown in red line on the accompanying map of the World Heritage Site boundaries and described in the legend as "edited in 2010" has been reduced to 6,120ha of land and 2,500 ha of sea area – little over half the original land area as described in the 2007 Management Plan. In fact the State Party has also shown a property boundary in yellow line on this map which it claims to be the original 1979 boundary and from which the new red boundary varies in several locations. The missing area, when the new property boundary is compared with the original 12,000 ha of land area designated in the 2007 Management Plan, can be seen to be to the north-west, extending to the boundary of the "potential Orjen National Park". No reasons have been

given by the State Party for exclusion of this area from the property or for the other variations resulting in the new property boundary as “edited in 2010”.

The buffer zone was determined following a workshop partly funded by UNESCO that involved key stakeholders and expert consultants. Criteria are related to geographic, cultural and historical relations and connections of the property to the wider area of the bay; the visual field of the bay seen from the water; the administrative boundaries of adjacent municipalities and the national parks’ contact zones. In detail it comprises part of the sea area of the Boka Kotorska bay with Tivat bay, Kumbor strait, and Herceg Novi bay including the entrance to the bay with the island of Mamula; Žanjice with Arza cape; peninsula Ponta Oštra; Luštica peninsula; the town of Tivat with villages along its bay; Tivat archipelagos (islands of Prevlaka, St. Marco, and The Lady of Mercy); the western side of the Vrmac peninsula; town of Herceg Novi with villages along its bay; the slopes of Mount Orjen with its villages (Ratiševina, Trebesin, Kameno, Podi, Sušćeapan, Sutorina, Malta, Lučiči); Kruševice, Ubli; Lower and Upper Grbalj; the rear side of the town of Risna (Ledenice and Crkvice); the villages of Upper Orahovac and Zalazi.

The property and proposed buffer zone are protected by the Management Plan, which was revised during 2011 and adopted by the Montenegrin Government in December 2011, under the new Law on Cultural Heritage adopted in 2010. The extent and boundaries of the buffer zone were established in December 2011 by the Directorate for Conservation of Cultural Properties.

ICOMOS considers that the boundaries of the buffer zone are in line with the recommendations of the 2008 UNESCO/ICOMOS reactive monitoring mission to include the whole Boka Kotorska and are perfectly acceptable. However ICOMOS notes that the information provided with the current request does not include details of controls applicable to development including infrastructure within the buffer zone. There is no detail regarding guidelines on protection of the visual integrity of the property, including protection of vistas and visual accents, horizontal and vertical relationships, materials and form of new construction. The co-ordination body proposed in the Management Plan is not yet approved and operating, and it is not clear how the buffer zone will integrate with the planning controls of the individual municipal plans of Kotor, Tivat and Herceg Novi to control development and infrastructure and protect the Outstanding Universal Value of the property.

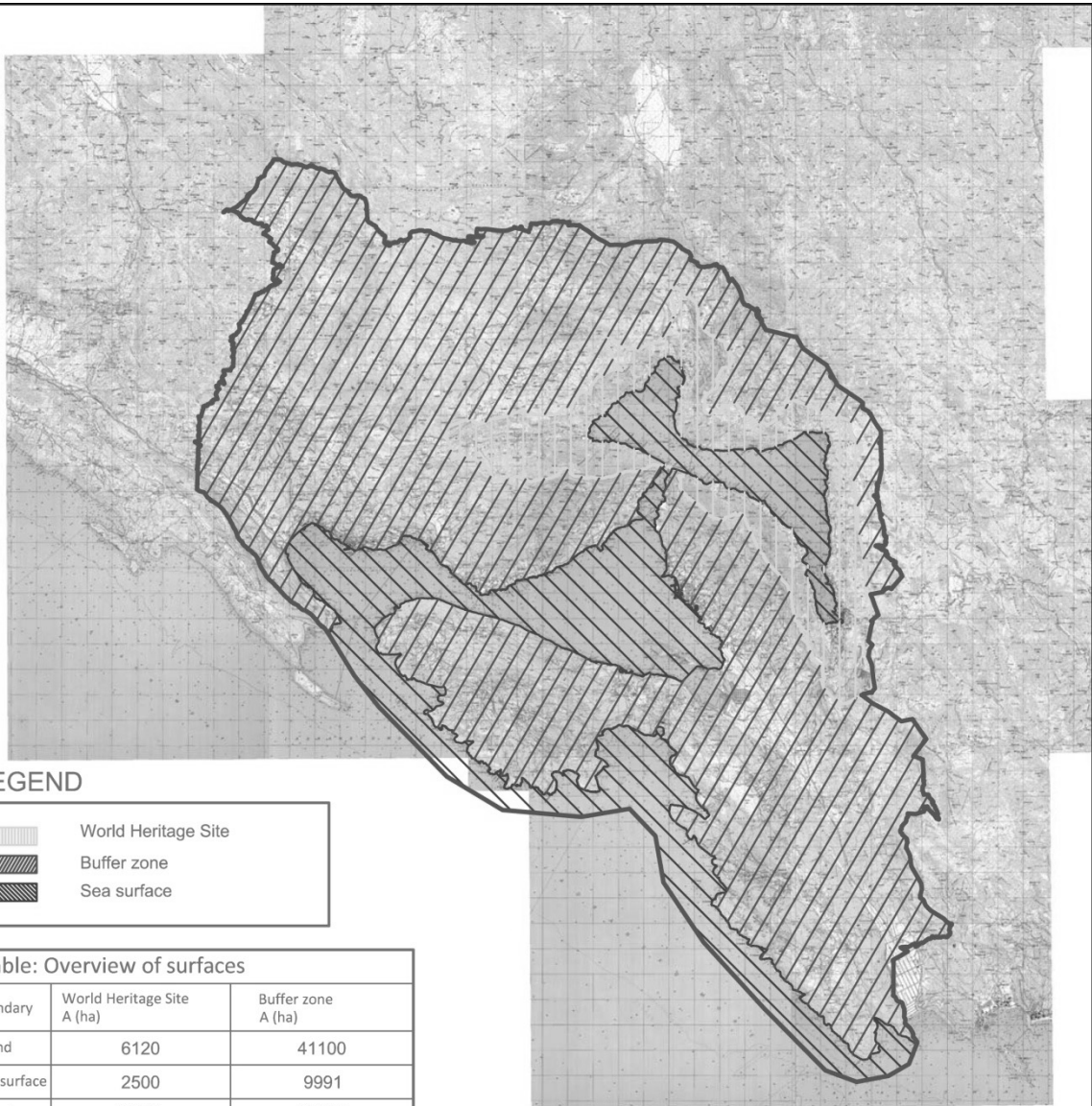
### 3 ICOMOS Recommendations

#### Recommendation with respect to inscription

ICOMOS recommends that the examination of the proposed minor modification to the boundary of the Natural and Culturo-Historical Region of Kotor, Montenegro, be **referred back** to the State Party in order to allow it to provide justification and detailed information on the proposed variations to the original 1979 property boundary.

ICOMOS recommends that the proposed buffer zone for the Natural and Culturo-Historical Region of Kotor, Montenegro, be **approved**.

ICOMOS also recommends that the State Party establish as soon as possible a coordination of the Management Plan with the municipal urban planning documents to include controls applicable to development and infrastructure within the buffer zone. Such controls on development and infrastructure need to recognise the components necessary to the visual integrity of the property, including vistas and visual accents, horizontal and vertical relationships, materials and form of new construction, and must be integrated with the individual municipal plans in order to ensure the protection of the Outstanding Universal Value of the property.



**LEGEND**

	World Heritage Site
	Buffer zone
	Sea surface

**Table: Overview of surfaces**

boundary	World Heritage Site A (ha)	Buffer zone A (ha)
land	6120	41100
sea surface	2500	9991
Totally	<u>8620</u>	<u>51091</u>
Totally	<u>59711 ha</u>	

Map showing the revised boundaries of the property

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## Prague (Czech Republic)

### No 616

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#### 1 Basic data

**State Party**

Czech Republic

**Name of property**

Historic Centre of Prague

**Location**

Prague (Hlavní mesto Praha)  
Czech Republic

**Inscription**

1992

**Brief description**

The Historic Centre of Prague represents a supreme manifestation of Medieval urbanism (the New Town of Emperor Charles IV built as the New Jerusalem). The Prague architectural works of the Gothic Period (14th and 15th centuries), of the High Baroque of the 1st half of the 18th century and of the rising modernism after the year 1900, influenced the development of Central Europe, perhaps even all European architecture. Prague represents one of the most prominent world centres of creative life in the field of urbanism and architecture across generations, human mentality and beliefs.

**Date of ICOMOS approval of this report**

14 March 2012

#### 2 Issues raised

**Background**

The property was inscribed in 1992 as a serial property, combining two nomination requests submitted separately, one for the historic centre of Prague submitted in 1991 and an extension request for Průhonice Park submitted in 1992. The two components were inscribed with only one buffer zone for the Historic Centre of Prague, which did not surround the Průhonice Park.

The exact boundaries of the buffer zone of the historic centre of Prague were lately subject to debate, as the nomination dossier contains two contradictory sets of information: a textual description which corresponds to a legal ruling of 1981 and a map which indicates a different buffer zone. The buffer zone indicated on the map corresponds to the outer boundary of the city of Prague and the region of Prague and is considerably larger than the buffer zone described in the text or the corresponding legal reference on the establishment of a buffer zone for the Historic Centre of Prague, No. Kul/5-932/81 of 19 May

1981. Since a reactive monitoring mission visited the Historic Centre of Prague in 2008, the discrepancy of the buffer zone boundary indication became evident, and the State Party pointed out, that the buffer zone indicated on the map at the time of nomination had been incorrectly drawn around the outer boundaries of the city and the region at the time. The State Party clarified that the correct reference was the textual description given and the corresponding legal act that had been annexed.

The 2008 World Heritage Centre / ICOMOS reactive monitoring mission recommended that the authorities conduct an evaluation of the two potential buffer zones in order to assess their effectiveness, and the successive mission in 2010 advised that the State Party should propose a revision of the buffer zone, following the procedures outlined for minor boundary modifications, and include into the buffer zone the Průhonice Park.

**Modification**

The modification request is in fact a request to acknowledge the legally defined boundaries presented in the text of the nomination dossier of 1991 as the buffer zone boundaries for the Historic Centre of Prague. In addition, the request for minor boundary modification proposes a separate buffer zone for the Průhonice Park, which had previously been without buffer zone.

The buffer zone to be confirmed was established by the legal act Kul/5-932/81 of 19 May 1981, which guaranteed legal protection for the buffer zone of the historic centre of Prague, a decade before its World Heritage inscription. Lately, the legal protection provided by this act was complemented by an amendment to the existing land-use plan, which prohibits the construction of excessive height buildings within the buffer zone boundaries. Excessive height buildings are defined within three categories for this purpose and include buildings above 40 meters, buildings of significant mass or volume not complying with the standard city proportions, as well as buildings which may impact panoramic views.

The buffer zone to be confirmed covers 9016 hectares, which completely surround the 894 hectares of the Historic Centre of Prague site component and has been defined on the basis of visual relations and geography of the territory. It covers the areas in which inappropriate developments could impact negatively on the Outstanding Universal Value of the property component. The extension of the buffer zone around the property varies between a minimum of approximately 2 km and a maximum of more than 10 km.

The newly proposed buffer zone for Průhonice Park covers an area of 871 hectares and surrounds the 211 hectares property component towards all directions. As for the Historic Centre of Prague, this buffer zone corresponds to the extensions of a legal instrument adopted on 12 February 1981, which established a buffer zone for the Palace and Park of Průhonice. Like the previous buffer zone, the legal act establishing this zone prohibits the development of excessive height buildings.

### **3 ICOMOS Recommendations**

ICOMOS considers that given the absence of any legal regulation for protection of a buffer zone outside the zone established by the legal act Kul/5-932/81 of 19 May 1981, the buffer zone that effectively functioned for the past 20 years since inscription of the property was the smaller buffer zone defined in the text, and not the map, of the nomination dossier.

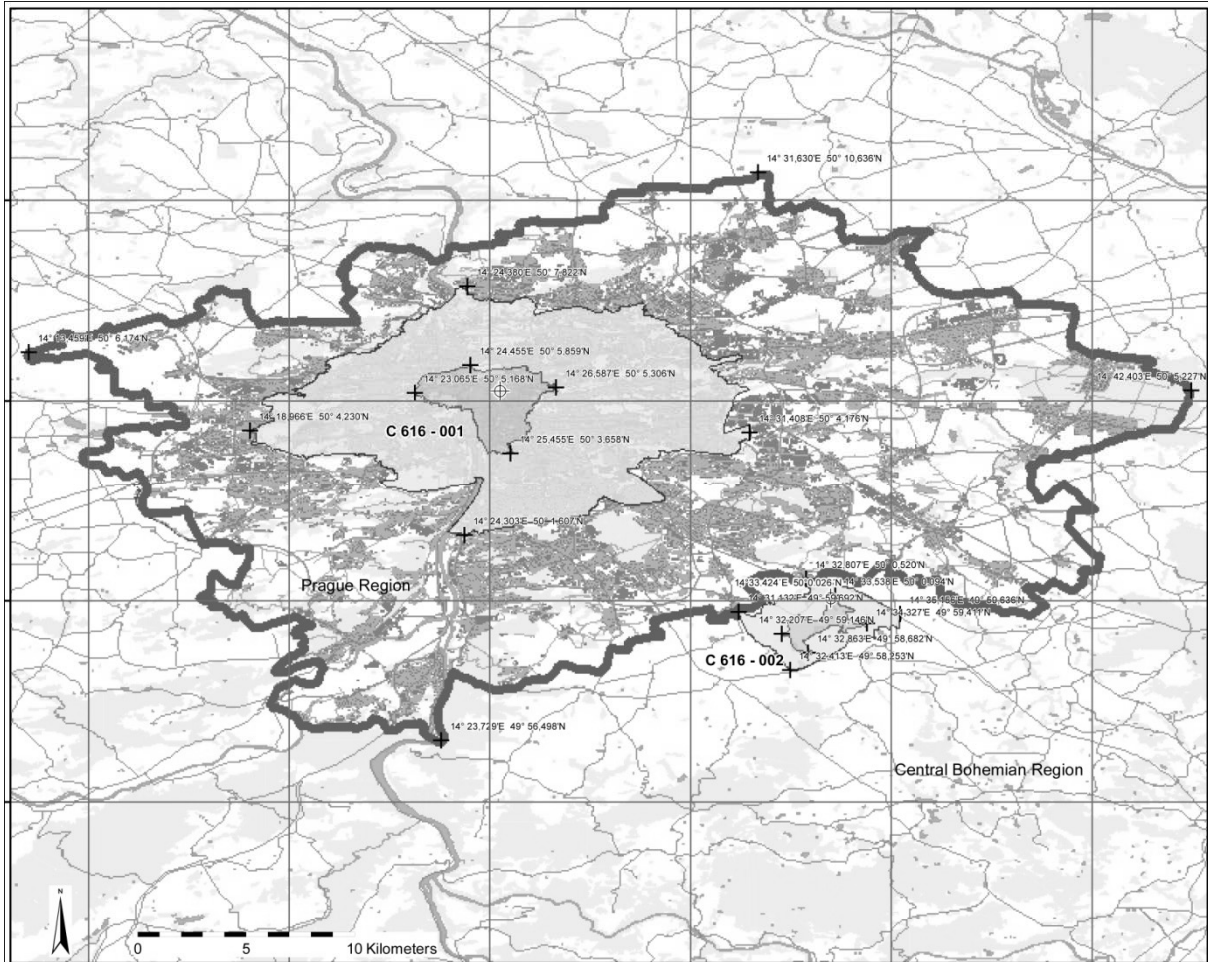
ICOMOS welcomes that this protection has recently been strengthened by an amendment to the existing land-use plan which expands the definition of prohibited excessive height buildings towards disproportional volumes and buildings that may impact on panoramic views. In combination, the existing legal protection and the amendment to the land-use plan guarantee sufficient protection of the Historic Centre of Prague. ICOMOS recommends that these principles are firmly integrated in any future revisions of the land-use plan.

ICOMOS also welcomes the designation of a buffer zone for Průhonice Park and considers the boundaries proposed appropriate.

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed buffer zones for the Historic Centre of Prague, Czech Republic, be **approved**.





Map showing the revised boundaries of the buffer zone

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## Fortress of Suomenlinna (Finland) No 583

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### 1 Basic data

**State Party**  
Finland

**Name of property**  
Fortress of Suomenlinna

**Location**  
Helsinki Harbour  
Region of Uusimaa  
Province of Southern Finland

**Inscription**  
1991

**Brief description**  
Built in the second half of the 18th century by Sweden on a group of islands located at the entrance of Helsinki's harbour, this fortress is an especially interesting example of European military architecture of the time.

**Date of ICOMOS approval of this report**  
14 March 2012

### 2 Issues raised

**Background**  
In 1991, the Bureau recommended the inscription of the property, provided that before its special session in December 1991 the Finnish authorities furnish assurances concerning the existence of a buffer zone to ensure full protection of the site. Such reassurance was provided.

The map submitted at the time of inscription shows clearly the boundary of the property but the buffer zone is only inferred.

The State Party Report for the first round of Periodic Reporting stated that although a buffer zone had been defined, it would be defined more accurately.

In 2009 the State Party provided a map clarifying the delineation of the buffer zone as accepted in 1991. The buffer zone extends to 2641 ha.

**Modification**  
The current proposal is for a reduction of the buffer zone to 1017 ha – that is a substantial reduction of around 60% of its current size.

The State Party has justified the reduction on the grounds that the initial buffer zone was 'unnecessarily large'. The boundary of reduced buffer zone takes into account scenic, maritime and functional points of views.

The revised buffer zone would cover several islands near the property (Vallisaari, Kuninkaansaari, Vasikkasaari, Lonna, the Pormestarinluoto isles and Limppu, Harakka, and Vanha-Rääty) and the sea between them, as in the original buffer zone. What has been excluded are certain urban areas and areas of shoreline which are said to have 'no immediate historical connection with or significant visual or functional impact on the Suomenlinna landscape or the maritime standing of Suomenlinna'. These are areas to the east, north and north west of the property including the island of Santahamina (a military area), the densely built coastal urban areas of Laajasalo, Katajanokka and the southern Helsinki peninsula, as well as the seascape between these areas.

The legal measures for protecting the built and natural heritage of the proposed revised buffer zone are mostly included in land-use and building legislation governed by the local authority. This is the same as for the existing buffer zone.

The revised buffer zone consists of a seascape of islands that are similar to the islands of Suomenlinna. The islands are mainly uninhabited but could be used for recreational purposes.

What has been excluded are the areas on the peninsulas that extend out into the sea towards Suomenlinna. Many of these areas are not pristine landscape but part of the urban areas of and around Helsinki.

### 3 ICOMOS Recommendations

Reducing the buffer zone makes it more homogeneous in terms of an ensemble of islands that are largely undeveloped, and certainly have a close relationship with the islands of the fortress.

However this smaller area means that urban areas where development could impact adversely on the property have been excluded. In the flat seascape around the property tall development could have an impact up to 5-8 km away. The areas that have been excluded are part of the setting of the property and need protection to ensure that any development within them does not impact adversely on the property.

Currently there are several development proposals being considered in these areas. These include: several commercial development projects on the historic city shoreline, including high-rise buildings in the redundant harbour areas at the most western point of the old Buffer Zone, and major commercial and tourism development projects in the South harbour and Channel terminal area

of Katajanokka island; Pending housing proposals on the island of Santahamina to replace the present military use; Wind turbines in the sea Bridge across the Kruunuvuorenselkä bay.

No details have been provided of these development projects or of their potential impact, either individually or cumulatively on the property. However the State Party has provided a report on Suomenlinna Greater Landscape – Land Use Today and in the Future. (The status of this report is not clear.) In the context of pressures for development, this report considers the visual impact of proposed land-use and development in an area with a radius of 3 km centred on the property and other nationally protected sites and areas (although no mention is made of the existing buffer zone). The conclusion of this report is that the proposed development will not impact adversely on the property.

ICOMOS considers that the reduced buffer protects the area around the property but not all of its immediate setting and it is in the outlying areas that there is the likelihood of development that could impact adversely on the property. Whereas the near areas (where there are likely to be few development pressures) need to be protected for the way they relate to the morphology of the property, the wider areas (where there could be significant pressure) need a different type of protection to ensure development does not adversely impact on key views from the property.

The buffer zone is to protect the property, and this may be achieved by projecting the assets within the buffer zone where they relate to the property or to controlling development in other places that might impact on key views from the property.

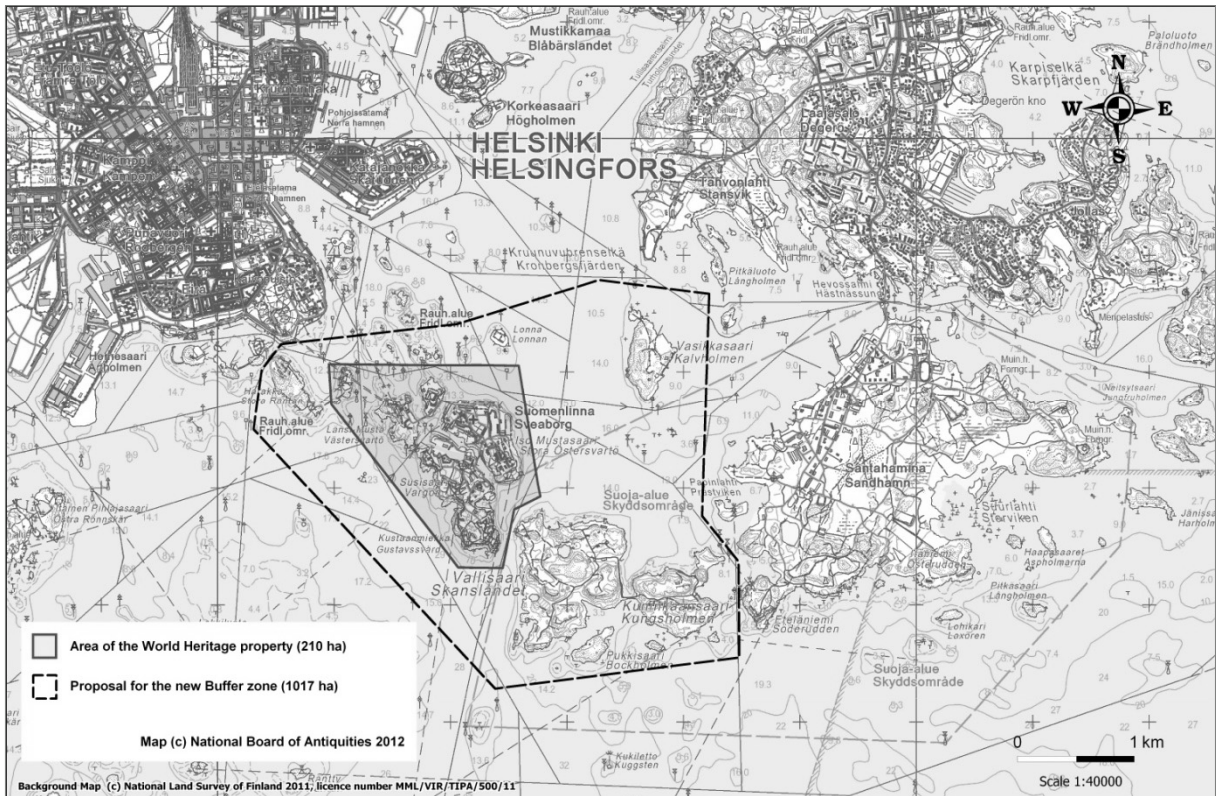
Up till now the larger buffer zone appears to have work adequately. ICOMOS considers that the original buffer provides an area within which protection is needed, but, as indicated above, on different levels, and for different reasons. Within the original buffer zone there is clearly a need for different protection prescriptions between the areas immediately around the property and those that are part of urban areas, but such a difference could be acknowledged within planning frameworks, if the provincial land use plan, the master plan and the town plan recognise the buffer zone and how it relates to the property through the designation of different zones with different planning needs.

ICOMOS acknowledges that reducing the buffer zone provides a more coherent buffer zone. However this much smaller area excludes areas where control is needed in order to prevent development that could impact adversely on the seascape around the property such the Sea Harbour (Merisatama), the South Harbour (Eteläsatama), the Kruunuvuorenselkä sea area, and the island of Santahamina.

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed reduction of the buffer zone for Fortress of Suomenlinna, Finland, **should not be approved.**

ICOMOS further recommends that the State Party be requested to put in place for the existing buffer zone zoning that reflects different planning needs, and which could be recognised by land-use and development plans.



Map showing the revised boundaries of the buffer zone

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## Vilnius Historic Centre (Lithuania) No 541

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### 1 Basic data

**State Party**

Republic of Lithuania

**Name of property**

Vilnius Historic Centre

**Location**

City of Vilnius

**Inscription**

1994

**Brief description**

Political centre of the Grand Duchy of Lithuania from the 13th to the end of the 18th century, Vilnius has had a profound influence on the cultural and architectural development of much of Eastern Europe. Despite invasions and partial destruction, it has preserved an impressive complex of Gothic, Renaissance, Baroque and classical buildings as well as its medieval layout and natural setting.

**Date of ICOMOS approval of this report**

14 March 2012

### 2 Issues raised

**Background**

The World Heritage property inscribed in 1994 comprises the Vilnius Castle zone, the Old Town which in earlier times was surrounded by a defensive wall, and the suburban zone dating from the Grand Duchy of Lithuania. Around this a protected area described in the Advisory Body's evaluation as "a viable buffer zone" was shown on the maps accompanying the nomination. However no textual definition of this was given in the nomination dossier.

Subsequently the World Heritage Committee noted at its 29th and 30th sessions that the visual integrity of the setting of the Old Town of Vilnius was being compromised by new high-rise constructions and the demolition of wooden buildings, and requested that the State party provide details of the redefinition of the buffer zone around the historic core for consideration by the Committee at its 32nd session (2008). In response the State Party reported that the Ministry of Culture had started correction of the boundaries, but that due to on-going changes in the legislation for the protection of cultural property the process could not proceed any faster. The State party also advised that in cooperation

with the Vilnius City Municipality, a Concept Plan for the protection of the buffer zone for the Old Town of Vilnius World Heritage site had been drafted and this was approved by Vilnius City Council in July 2006. In addition a Special Protection Plan for the buffer zone under the *Law on Protection of Immovable Cultural Heritage* was being drafted and would be submitted to the Government of Lithuania for approval. The buffer zone would therefore come into force once this Plan had been approved by the government. The State Party also stated that protection for the property and its buffer zone is also achieved through planning mechanisms. The new Master Plan for Vilnius, which was approved in 2007 and runs until 2015, recognises the boundaries set out in the Concept Plan and requires visual impact assessment on Old Town panoramas as an obligatory step in the process of designing new buildings in the setting of the historical centre. The viewpoints for the visual assessment are defined in Vilnius' Master Plan and shown on an accompanying map.

The World Heritage Committee acknowledged this information and adopted the following decision (32 COM, Quebec City, 2008):

Decision 32 COM 8B.62:

*The World Heritage Committee,*

1. *Having examined Documents WHC-08/32.COM/8B.Add and WHC-08/32.COM/INF.8B1.Add,*
2. *Notes the progress made towards defining and providing protection for a buffer zone for the Vilnius Historic Centre, Lithuania;*
3. *Requests the State Party to submit the buffer zone as a minor modification to the boundaries, once the Special Protection Plan has been approved which gives it legal protection.*

In a separate decision at the same session (Decision 32COM 7B.99) the World Heritage Committee requested the State Party to submit to the World Heritage Centre the new Regulation on the Protection of the Vilnius Old Town, as well as the Master/General Plan and updated documentation on the development of high-rise buildings in the buffer zone for review by the World Heritage Centre and the Advisory Bodies.

In its 33rd session (Seville, 2009), the World Heritage Committee reiterated its request for the State Party to submit the information requested by the World Heritage Committee at its 32nd session related to the legislation covering the property (including any new legislation), the planning instruments in force for the protection of the property, and the regulations concerning the construction of high buildings which may have an impact on the visual integrity (33COM 7B.112).

In its response of 31 January 2011 to Decision 33 COM 7B.112, the State Party advised that it had approved

Guidelines for a system of management for the Outstanding Universal Value of Vilnius Historic Centre, including setting up a co-ordinating Commission. Also, the State Party had approved the Special Protection Plan for the boundaries of the Area of Vilnius Old Town and its buffer zone by Order No V-512, 18 October 2010, and advised that the area of the property is slightly changed due to former inabilities to achieve technical accuracy in measurement. It is now 352.09 ha (whereas it was previously recorded in the nomination dossier as 359.5 ha). The property boundary is protected by the *Law on Protection of Immovable Cultural Heritage* 1995 (Article 11, paragraph 2).

The World Heritage Committee noted this information (UNESCO Headquarters, 2011) and again reiterated its request to the State Party to provide adequate information in regard to regulations concerning the construction of high-rise buildings, beyond the proposed buffer zone which may have an impact on the Outstanding Universal Value including the visual integrity of the property, and repeated its request for the State Party to submit a proposal for a minor boundary modification related to the creation of a buffer zone, for review by the Advisory Bodies and approval by the World Heritage Committee (Decision 35COM 7B.98).

#### **Modification**

This evaluation is based on the Special Area Plan 2010 map and accompanying explanatory text submitted with the State Party's response to Decision 33 COM 7B.112 referred to above. The area of the proposed Buffer Zone of Vilnius Old Town is 1,912.24 ha, and as shown in the map provided, generally covers the 'Monument Preservation Zones (1, 2, 3A and 3B) of the central part of Vilnius' shown on Map 3 in the revised nomination of 1994. The proposed boundary follows that of 'Vilnius cultural heritage sites and their buffer zones', an area of 1,958 ha shown on the 'Plan of Vilnius Cultural Heritage Sites' relating to the Concept Plan and received as part of supplementary information provided by the State Party in January 2006, except for Vingis Park in the western loop of the river. Comparison of the two maps indicates that the reduction in area of the buffer zone as shown in the Special Area Plan 2010 is due to its exclusion of Vingis Park to the west. This is shown as a Nature Protected Area on Map 3 referred to above. The proposed buffer zone therefore appears to be in accordance with the "viable buffer zone" referred to in the Advisory Body's evaluation of 1994.

The State Party also advised that another Special Area Protection Plan: "design documentation of heritage management" is being prepared to set or amend heritage protection requirements and the system of specific management measures in the Vilnius Old Town and its Buffer Zone. Currently the buffer zone is protected by Article II, paragraph 5 of the *Law on Protection of Immovable Cultural Heritage*, outlined in Annex II to the State Party's response to Decision 33 COM 7B.112, which protects the subzone of visual protection outside the territory of an object of cultural

heritage by prohibiting "activities likely to hinder the survey of the object of cultural heritage".

In addition it is stated that according to the Municipal Master Plan (2007-2015), tall buildings may not be erected in the buffer zone. New buildings may only be erected to reconstruct the destroyed urban plan and spatial structure or in continuation of the traditional principles of space formation. When planning new buildings in the buffer zone an analysis of their visual impact on the protected areas must be carried out. The analysis includes views from Old Town viewing control points and from important public spaces.

This information does not address the concerns of the World Heritage Committee as expressed in previous decisions as to whether there are already high-rise buildings within or beyond the buffer zone which may impact the Outstanding Universal Value including the visual integrity of the property. However ICOMOS considers that the buffer zone boundary which has been established in the Special Protection Plan and approved by the Government of Lithuania appears to be in accordance with the World Heritage Committee's original understanding.

### **3 ICOMOS Recommendations**

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed buffer zone for Vilnius, Lithuania, be **approved**.

ICOMOS also recommends that the State Party be encouraged to complete the Special Area Protection Plan: "design documentation of heritage management" currently being prepared to set or amend heritage protection requirements and the system of specific management measures in the Vilnius Old Town and its Buffer Zone and submit it to the World Heritage Committee for review.





Map showing the boundaries of the proposed buffer zone

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# Old Town of Segovia and its Aqueduct (Spain) No 311rev

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## 1 Basic data

### State Party

Spain

### Name of property

Old Town of Segovia and its Aqueduct

### Location

Autonomous community of Castile-Leon

Province of Segovia

Spain

### Inscription

1985

### Brief description

The Roman aqueduct of Segovia, probably built c. A.D. 50, is remarkably well preserved. This impressive construction, with its two tiers of arches, forms part of the setting of the magnificent historic city of Segovia. Other important monuments include the Alcázar, begun around the 11th century, and the 16th-century Gothic cathedral.

### Date of ICOMOS approval of this report

14 March 2012

## 2 Issues raised

### Background

Records held by the World Heritage Centre and ICOMOS show that no boundary for the entire World Heritage property was provided when the revised nomination was submitted in 1985. Undated supplementary information included an undated black line topographic which did not show the aqueduct but was understood to indicate the boundary in red line of the Old city of Segovia. In August 2005, within the framework of the Retrospective Inventory Project the State Party was requested to provide the largest scale topographic or cadastral map available which clearly shows the boundary of the entire inscribed property, with sufficient detail to depict the width as well as the length of the Roman Aqueduct. The State Party was also requested to indicate the size in hectares of the property and any buffer zone.

Maps have now been received showing the property (Central Area) and buffer zone including the line of the Aqueduct for its full length in several sheets (*Plano UNESCO 1 – 8*).

The property boundary indicated as the 'Central Area' on *Plano UNESCO 3-General C* appears to follow the red line boundary understood to be the property boundary on the map received as supplementary information. The map shows that the property includes the old city within the walls except for a small section in the south-west corner; the slope of the land away from the city walls except in the area of the Paseo del Salon de Isabel II, and other areas outside the walls to the south-east. The Aqueduct is shown as a single line indicating the thickness of the structure itself.

The property area is stated as 83.49 hectares. The Aqueduct length is stated as 16.23 kilometres. No width is given for the Aqueduct.

### Modification

The current request is understood to be for the creation of the buffer zone to enclose the property including the Aqueduct as now delineated. The area of the proposed buffer zone is stated as 343.02 hectares. The property and buffer zone are almost entirely protected by the Special Plans for the Historical Areas of Segovia (PEAHIS), except that *Plano UNESCO 8* shows that a section of the Aqueduct and its buffer zone near the beginning of the route loop out of the Protected Area boundary. No details are given of the protection afforded by PEAHIS.

No textual description or rationale is given for the location of the buffer zone boundary, which fully encloses the property of the Old Town of Segovia and extends in general to at least ten metres (by scaling) either side of the Aqueduct. The buffer zone extends to a considerable but varying distance from the Old City walls, and reduces around the south-west with indents to a minimum of around 15 metres (by scaling) from the Old City wall. It also reduces around the section of the property extending to the south-east, to a bare minimum of less than five metres (by scaling). It is not possible to evaluate from the information provided whether the proposed buffer zone will protect views of the Old City or the Aqueduct. It does appear to include the proposed locations of the East and West vehicle parking stations (based on information provided in the ICOMOS mission report of October 2011). The former appears in fact to be located within the property boundary.

ICOMOS considers that a textual description and justification of the proposed buffer zone boundary is required before the request can be evaluated as specified in Annex 11 of the *Operational Guidelines*. This should consider views to and from the property and include an appropriate analysis.

ICOMOS also considers that information is required on the detail of the protection afforded to the buffer zone by the Special Plans, and on how the loop of aqueduct and buffer zone outside the area of the Special Plan (*Plano UNESCO 8*) will be protected.



### 3 ICOMOS Recommendations

#### Recommendation with respect to inscription

ICOMOS recommends that the examination of the proposed buffer zone for the Old Town of Segovia and its Aqueduct, Spain, be **referred back** to the State Party in order to allow it to:

- provide a textual description and justification of the buffer zone boundary. This should consider views to and from the property and include an appropriate analysis;
- provide detailed information regarding the protection afforded the buffer zone by the Special Plans for the Historical Areas of Segovia (PEAHIS), and on how the loop of aqueduct and buffer zone outside the Special Plan area (*Plano UNESCO 8*) will be protected.



Map showing the boundaries of the proposed buffer zone

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# Studley Royal Park (United Kingdom)

## No 372rev

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### 1 Basic data

**State Party**

United Kingdom of Great Britain and Northern Ireland

**Name of property**

Studley Royal Park including the ruins of Fountains Abbey

**Location**

North Yorkshire, England  
United Kingdom

**Inscription**

1986

**Brief description**

A striking landscape was created around the ruins of the Cistercian Fountains Abbey and Fountains Hall Castle, in Yorkshire. The 18th-century landscaping, gardens and canal, the 19th-century plantations and vistas, and the neo-Gothic church of Studley Royal Park, make this an outstanding site.

**Date of ICOMOS approval of this report**

14 March 2012

### 2 Issues raised

**Background**

The property was inscribed in 1986 without a buffer zone but the need for one to protect against large scale or poorly sited renewable energy schemes, large-scale agricultural developments, and inappropriately sited buildings which could harm its setting or key views into and out of the inscribed property was recognised and addressed by the proposal in the 'Fountains Abbey and Studley Royal World Heritage Site Management Plan' of 2001. The Periodic Report of 2006 noted that the property boundaries were inadequate, stating: "Although the World Heritage Site boundary covers the core area of the designed landscape, some significant features lie outside. There is a need to review the boundary to ensure that it includes those areas that are essential to retain the site's outstanding universal value. There is also a need to develop a formal buffer zone.'

**Modification**

The current request does not include modification to the boundary of the property, but is for the establishment of a buffer zone around the existing World Heritage inscribed property. The State Party's submission states that revisions to the boundary of the World Heritage property will be considered as part of the review of the 'World

Heritage Site Management Plan' in 2014, following full consultation with relevant landowners and stakeholders.

The proposed buffer zone has been designed to contribute to the maintenance of the outstanding universal value of the site by including outlying parts of the designed landscape and precinct (and their visual settings) where these had not been included in the World Heritage Site boundary; by protecting the visual setting of the property, and by protecting key vistas from within the property to foci beyond it.

Beginning from the Galphay Mill Bridge beyond the property's Lindrick Gate in the north, the boundary follows the Studley Roger Parish boundary east, then the road B6265, turning south-east at Bishopton Bridge across the designed views to Ripon Cathedral. The vista to the Cathedral is also to be protected, but the boundary shown on the map provided is a straight projection running out to the north-east to enclose Blois Hall Farm beyond the cathedral and does not follow cadastral lines. The boundary then runs south along the River Skell, Ripon Rowel Walk along the east side of the Skell Valley, and Whitcliffe Lane to How Hill Road, enclosing the visual envelope from within the Park except for the expansive view from the summit of Gillet Hill. The boundary then encompasses How Hill, which is the focus of the vista to the south along the canal within the Park, to meet Monk Wall marking the boundary of the Fountains estate and follows this around to the north to meet the lane north-east of Sawley Hall, which it then follows until the lane turns west.

The buffer zone boundary continues north-west along the western edge of Skell Bank Wood and Spa Gill Wood following the south-western edge of a short-lived extension of the Aislabie designed landscape along Spa Gill, roughly parallel to the River Skell until it is crossed by the road B6265. The boundary turns north around the western boundary of Horseley Gate Farm and then runs north along the Parish boundary and the River Laver. It encompasses the Laver Banks, which were managed by William Aislabie as a third section of designed landscape on the route from Studley Royal to his other designed landscape, Hackfall, and continues north along the river to complete the buffer zone boundary at Galphay Mill Bridge.

The submission states that the proposed buffer zone will therefore protect the integrity of the wider historic estate by including Spa Gill Woods, Chinese Wood, How Hill tower and Laver Bank. These are outlying elements of the designed landscape that current research suggests should have been included in the World Heritage Site boundary.

The buffer zone will be protected under National planning policies, in particular Planning Circular 07/09: Protection of World Heritage Sites (July 2009) and by the Harrogate Borough Council's Draft Development Plan Document (DPD) (2011) with protection policies included in the Harrogate Borough Local Development Framework. At present the vista to Ripon Cathedral and beyond to Blois Hall Farm is not included in the DPD, but the Borough

Council is intending to include it following public consultation in spring, 2012.

ICOMOS considers that all components of the Aislalie designed landscape and monastic precinct should be included within the World Heritage property boundary and notes the State Party's intention to consider revisions to the boundary of the World Heritage property as part of the review of the 'World Heritage Site Management Plan' in 2014.

It therefore seems premature at this stage to establish the boundaries of the buffer zone, before the property boundary itself is reviewed.

However since it is to be another two years before the property boundaries are reviewed and no doubt longer until legal protection is in place, and in the light of possible threats and the fact that there is currently no buffer zone, ICOMOS considers that it would be expedient to grant the current request for the buffer zone to ensure interim protection under national and local planning policies.

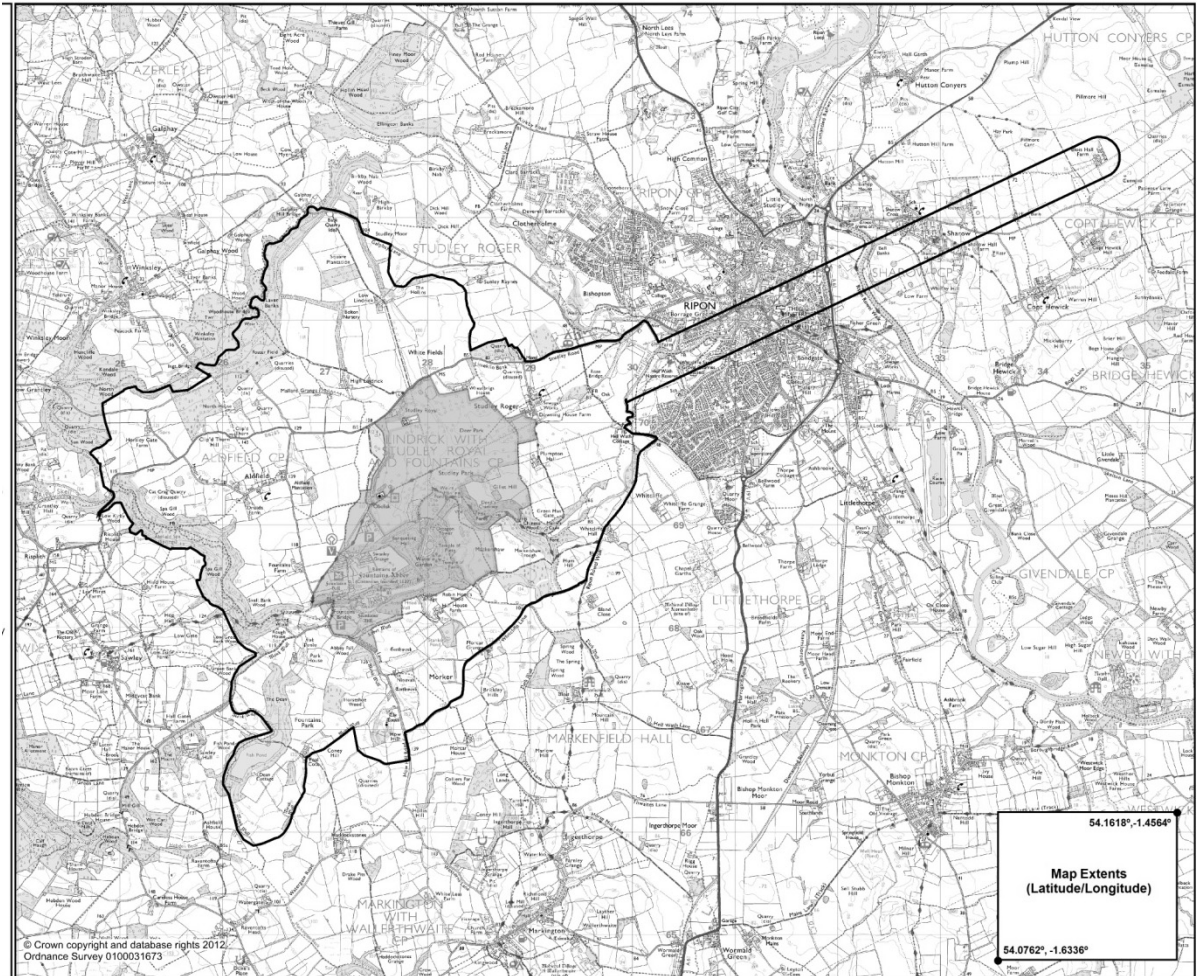
### **3 ICOMOS Recommendations**

#### **Recommendation with respect to inscription**

ICOMOS recommends that the proposed buffer zone for Studley Royal Park including the ruins of Fountains Abbey, United Kingdom, be **approved**.

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

- redefining the boundary of the property as intended in the 2014 review of the Management Plan;
- considering and redefining or confirming the buffer zone boundary in the light of any proposed amendments to the property boundaries;
- finalising planning protection policies for the vista to Ripon Cathedral.



Map showing the boundaries of the proposed buffer zone

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# Santa Cruz de Mompox (Colombia)

## No 742

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### 1 Basic data

**State Party**  
Colombia

**Name of property**  
Historic Centre of Santa Cruz de Mompox

**Location**  
Bolívar Department

**Inscription**  
1995

**Brief description**  
Founded in 1540 on the banks of the River Magdalena, Mompox played a key role in the Spanish colonization of northern South America. From the 16th to the 19th century the city developed parallel to the river, with the main street acting as a dyke. The historic centre has preserved the harmony and unity of the urban landscape. Most of the buildings are still used for their original purposes, providing an exceptional picture of what a Spanish colonial city was like.

**Date of ICOMOS approval of this report**  
14 March 2012

### 2 Issues raised

**Background**  
The inscribed property covers 54 ha and includes the historic town centre but not the river. Its northern boundary runs along Calle 21.

The inscribed buffer zone of 183 ha encompasses the property to north, west and south but does not include the river along the property's east boundary. In effect the river itself forms the buffer zone along that boundary.

The nomination document of 1994 proposed a larger property area which extended to the north for a further four and a half residential blocks, coinciding with the boundary protected by the Urban Regulations approved by the Municipal Council of Mompox in 1994, but the Advisory Body recommended redefinition of the boundary so as to make Calle 21 the northern boundary and this was agreed by the State Party prior to inscription. No reason was given in the evaluation for the redefinition of the property boundary, but reference to the maps in the nomination document suggests that it was to coincide with the extent of the town in its earliest phase as reflected in Decision 19COM VIII.C.1, which records that "the Committee

concluded that the Historic Centre of Santa Cruz de Mompox is an outstanding example of a Spanish colonial settlement established on the banks of a major river and serving an important strategic and commercial role which has survived to a remarkable level of intactness to the present day. The Committee decided to inscribe the Historic Centre of Santa Cruz de Mompox on the World Heritage List on the basis of criteria (iv) and (v)".

#### Modification

The minor boundary modification request is for both a revised property boundary and a revised buffer zone.

The proposed revised property boundary follows the current boundary except that it extends four and a half residential blocks north of the current northern boundary to cover the area originally nominated in 1994, and includes the river and a strip 50 m wide along its east bank for the full length of the property, totalling 115 ha. The inclusion of the river and its east bank within the property is justified by the State Party in terms of recognising the river as integral to the historic, economic and social value of the historic town and ensuring an appropriate control of the river front opposite the inscribed property. The State Party argues that the boundary should recognize not only the river course in front of the historical center, but also both banks thereof, and that this was recognised in the wording of Decision 19COM VIII.C.1 quoted above.

ICOMOS notes that there is no evidence that there was ever any settlement on the opposite river bank, but this branch of the river was much wider at the time of settlement. The State Party proposes that: "The relationship of the historic center with its environment is also directly connected with the recovery processes and management of the river and with the views of both banks from and to the historic center."

No justification is given for the extension of the property to the north, and no photographs or other descriptive material of this area have been provided by the State Party.

The proposed buffer zone boundary follows the current boundary except that it includes an area west of the cemetery to cover the viewshed from the main central cross street, Calle 18 and from within the cemetery. It also includes a strip 100m wide beyond the proposed property boundary for its full length. The proposed buffer zone totals 248 ha.

The proposed property and buffer zone were established in 2009 under National cultural heritage protection legislation and the Special Management and Protection Plan of the Ancient Sector of Mompox has been approved and adopted (Official Gazette No. 47.609, 31st January 2010). Regulations under the National cultural heritage law specify the intervention allowed according to three levels of property components within the historic centre. Regulations also cover the 'zone of influence' (buffer zone).

ICOMOS considers that extension of the property boundary to the east to the extent of the original width of the river is justified in terms of including the river and its banks as integral to the original function of the historic centre and is in accordance with the inscription Decision 19COM VIII.C.1. However ICOMOS considers that extension of the property to the north is not justified. Extension to the north represents a significant modification given that it was previously considered but not included, and would require new evidence to support a new nomination as required by the *Operational Guidelines for the Implementation of the World Heritage Convention* paragraphs 163, 164, 165 and 166.

ICOMOS considers that there is clearly a case for providing a buffer zone along the east boundary of the property, and to the west of the cemetery at the western end of Calle 18 to protect the property from adverse impacts on its outstanding universal value.

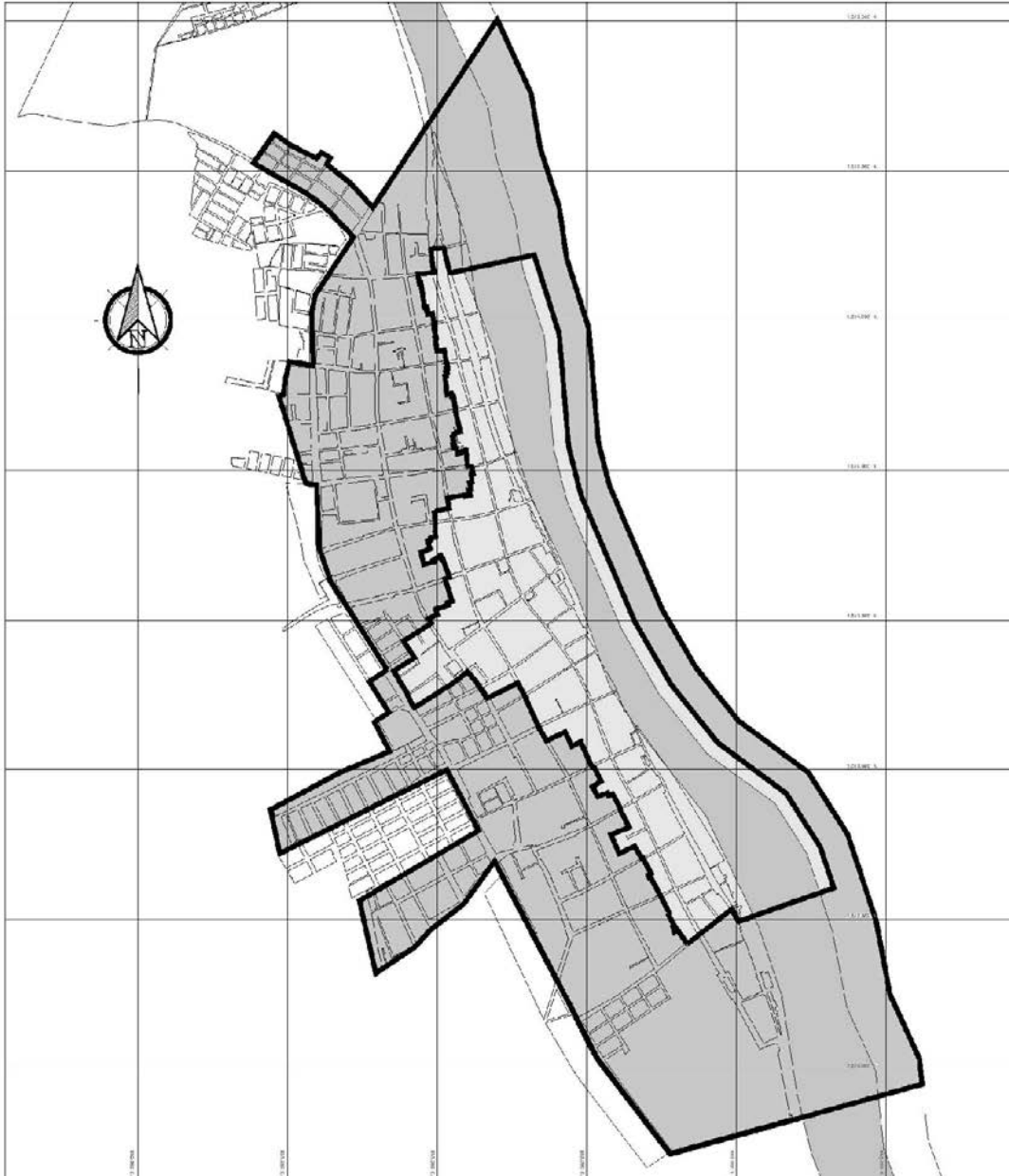
### 3 ICOMOS Recommendations

#### **Recommendation with respect to inscription**

ICOMOS recommends that the examination of the proposed minor modification to the boundary of Historic Centre of Santa Cruz de Mompox, Colombia be **referred back** to the State Party in order to allow it to:

- extend the property boundary only to the east to include the river and east bank to the extent of the original width of the river opposite the currently inscribed property and for the length of the currently inscribed property;
- provide an adequate map of the property and buffer zone indicating their precise boundaries either topographic or cadastral, presented at a scale which is appropriate to the size in hectares of the property, including title and legend in English and bearing a labelled coordinate grid.

ICOMOS recommends that the proposed buffer zone for Historic Centre of Santa Cruz de Mompox, Colombia, be **approved**.



Map showing the revised boundaries of the property