

# ICOMOS

2013

Addendum

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

**ICOMOS Report for the World Heritage Committee**  
37th ordinary session, Phnom Penh, June 2013

WHC-13/37.COM/INF.8B1.Add



**UNESCO**

World Heritage Convention  
World Heritage Committee

**2013**  
**Addendum**  
**Evaluations of Nominations of Cultural**  
**and Mixed Properties**

**ICOMOS report for the World Heritage Committee**  
37th ordinary session, Phnom Penh, June 2013

WHC-13/37.COM.8B1.Add

**ICOMOS International Secretariat**

49-51 rue de la Fédération

75015 Paris

France

Tel: +33 (0)1 45 67 67 70

Fax: +33 (0)1 45 66 06 22

# World Heritage List Nominations received by 1<sup>st</sup> February 2013

## V Mixed properties

### A Asia – Pacific

#### Minor modifications to the boundaries

Australia [N/C 181quiquies]

Tasmanian Wilderness

1

## VI Cultural properties

### A Arab States

#### Nominations referred back by previous sessions of the World Heritage Committee

Qatar [C 1402rev]

Al Zubarah Archaeological Site

3

#### Minor modifications to the boundaries

Lebanon [C 299bis]

Tyre

17

### B Asia – Pacific

#### Nominations referred back by previous sessions of the World Heritage Committee

India [C 247rev]

Hill Forts of Rajasthan

22

#### Minor modifications to the boundaries

Korea, Republic of [C 1319bis]

Royal Tombs of the Joseon Dynasty

38

Lao People's Democratic Republic [C 479bis]

Town of Luang Prabang

39

Philippines [C 677bis]

Baroque Churches of the Philippines

40

### C Europe – North America

#### Nominations referred back by previous sessions of the World Heritage Committee

Croatia [1395rev]

Sacral Complex on the remains of the Roman Forum in Zadar

42

#### Minor modifications to the boundaries

Russian Federation [C 540bis]

Historic Centre of Saint Petersburg and Related Groups of Monuments

50

#### Creation/modification of buffer zones

France [C 162bis]

Amiens Cathedral

53

France [C 635bis] Bourges Cathedral	54
Germany [C 3bis] Aachen Cathedral	55
Poland [C 30bis] Historic Centre of Warsaw	57
Portugal [C 1367bis] Garrison Border Town of Elvas and its Fortifications	58
Spain [C 316bis] Burgos Cathedral	59

---

# Tasmanian Wilderness (Australia)

## No 181quiques

---

### 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**

6 March 2013

### 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 at its 34<sup>th</sup> session (Brasília, 2010) (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 34<sup>th</sup> 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.

In February 2012, the State Party submitted an extension to the property to include 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 area proposed for addition to the property included cultural sites which complement those already within the property. It included 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.

The World Heritage Committee at its 36<sup>th</sup> session (St Petersburg, 2012) approved this minor boundary modification and adopted the following decision:

Decision: 36 COM 8B.45

*The World Heritage Committee,*

1. *Having examined Documents WHC-12/36.COM/8B.Add, WHC-12/36.COM/INF.8B1.Add and WHC-12/36.COM/INF.8B2,*
2. *Recalling Decision 34 COM 8B.46;*
3. *Approves the minor modification of the boundaries of the property Tasmanian Wilderness, Australia, in line with the proposals of the State Party, and as previously considered by the World Heritage Committee;*
4. *Reiterates its recommendation that the State Party consider further minor modifications to the boundaries of the property, considering the past decisions of the World Heritage Committee on boundaries in relation to the natural and cultural values.*

**Modification**

The proposed modification submitted on 1<sup>st</sup> February 2013 is a response to the World Heritage Committee decision 36 COM 8B.45.

The proposed addition to the property includes areas along the northern and eastern boundary, comprising eucalypt forest, associated rainforest, and a range of

landforms including karst and glacial features, as well as both alpine and sub-alpine environments.

The currently registered property is 1 412 183 hectares in extent; the extension of the property would add between 170 000 and 174 000 hectares.

The purpose of the modification is to serve better identification of the natural attributes of the property and enhance protection of its Outstanding Universal value. However, the modification is submitted on the basis of natural values only.

It does not address cultural values. No information has been provided by the State Party as to the inclusion within these areas of cultural attributes of Aboriginal importance, in relation to the Outstanding Universal Value of the existing property, nor have the boundaries been justified in relation to cultural attributes.

The State Party acknowledges that “the cultural values require further study and consultation with the Tasmanian Aboriginal community”.

The extended property will be managed by the Tasmanian Parks and Wildlife Service and its existing management systems and processes. The management plan will be reviewed in 2015, and formally amended to reflect the extended boundaries. There is no mention of how cultural attributes will be managed.

The property is protected under national legislation, the *Environment Protection and Biodiversity Conservation Act 1999*. There is no indication as to how cultural heritage is protected.

ICOMOS understands that the proposed extension covers a forest area which contain well-documented Aboriginal heritage places, including caves with occupation deposits and painted art dating to the Pleistocene era, and rock shelters with evidence of Holocene occupation of the highlands of Tasmania that might complement and strengthen the Outstanding Universal Value of the existing TWWHA. ICOMOS is concerned that there is potential for any continued logging to impact on cultural elements in the absence of the appropriate study, identification, location and protection of cultural heritage.

At its 36<sup>th</sup> session the Committee encouraged the State Party to consider further minor modifications to the boundaries of the property in relation to natural and cultural values. This proposal only addresses natural values.

Furthermore although the State Party in 2010 gave a commitment to increase resources for cultural heritage management, the current request does not provide evidence as to how cultural values might be protected and managed.

The current minor boundary modification is of considerable size and within the various areas there appear to be significant cultural attributes that relate to those in other parts of the property. ICOMOS does not consider that it would be appropriate to add these areas to this mixed property without an understanding of the cultural attributes that they contain or an evaluation as to how these might be considered to support the Outstanding Universal Value of the property.

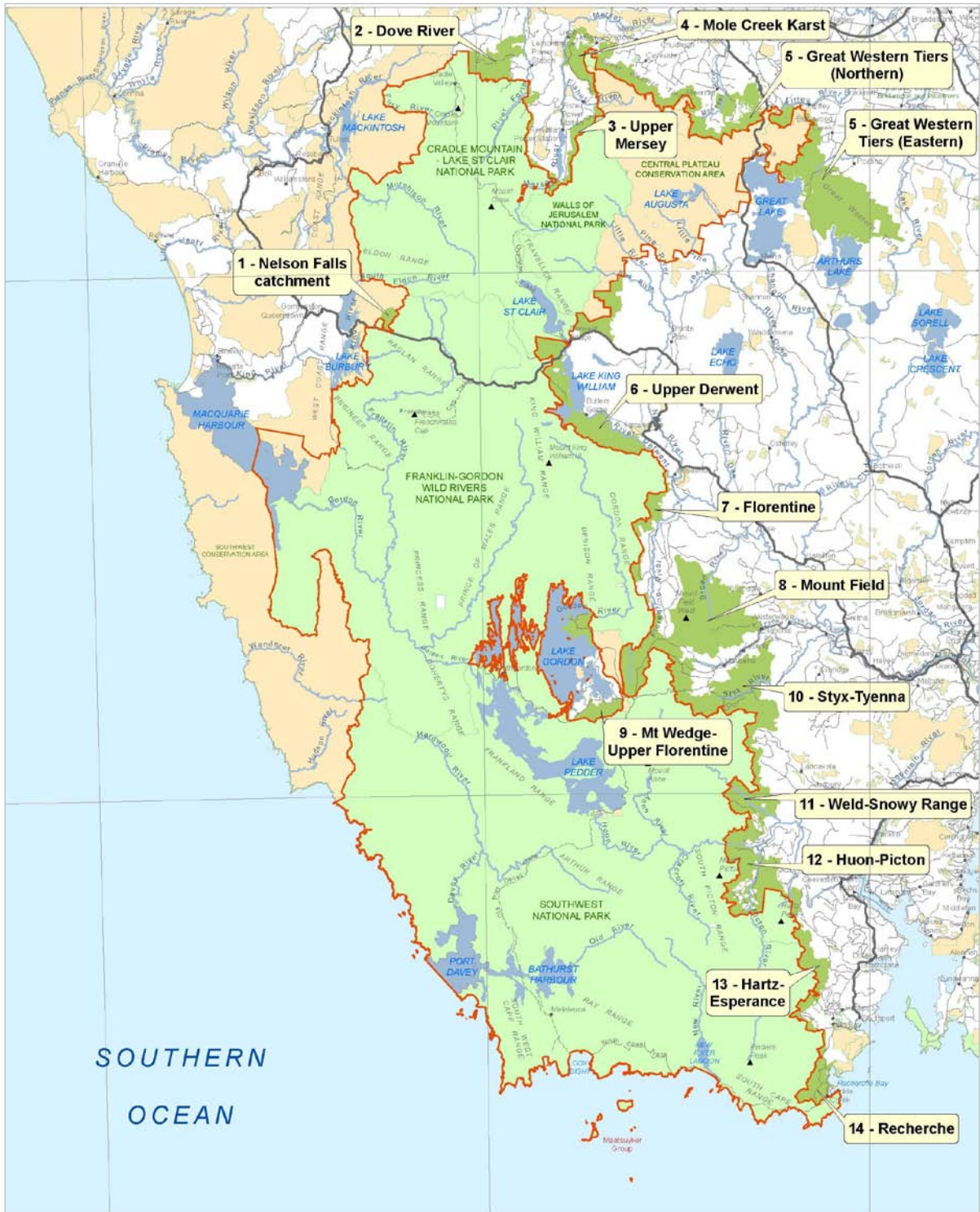
The State Party suggests that the omission of information on cultural values can be remedied by a State of Conservation report to the Committee at its 39<sup>th</sup> session. ICOMOS does not consider that the evaluation of a minor boundary modification can be considered through the State of Conservation process or that the assessment of value can be undertaken retrospectively.

### 3 ICOMOS Recommendations

#### Recommendation with respect to inscription

ICOMOS recommends that the examination of the proposed minor modification to the boundary of Tasmanian Wilderness, Australia, be **referred back** to the State Party in order to allow it to:

- Undertake further study and consultation with the Tasmanian Aboriginal community in order to provide more detailed information on the cultural value of the additional areas and how these relate to the Outstanding Universal Value of the existing property;
- Provide detailed information on the legal provisions for the protection of cultural heritage in the extended property;
- Provide detailed information on the management arrangements for cultural heritage and in particular for the control of access to archaeological sites and sites of cultural significance.



Map showing the revised boundaries of the property



---

# Al Zubarah Archaeological Site (Qatar) No 1402rev

---

**Official name as proposed by the State Party**  
Al Zubarah Archaeological Site

**Location**  
Madinat Ash Shamal Municipality  
State of Qatar

## **Brief description**

The walled coastal town of Al Zubarah flourished for a short period of some fifty years in the late 18<sup>th</sup> and early 19<sup>th</sup> centuries, when it was one of the most important pearling and trading centres in the Arabian Gulf.

What distinguishes Al Zubarah from other towns is the fact that it was abandoned and its layout has been preserved under the desert sands. The remains of the entire town, still within its desert hinterland, are a reflection of the development of an eighteenth- and nineteenth-century trading society in the Gulf region and its interaction with the surrounding coastal and desert settlements.

The town is believed to have been founded by Utub merchants from Kuwait looking for a source of pearls. At the height of its prosperity, Al Zubarah had trading links with the Indian Ocean, Arabia and Western Asia. The town was mostly destroyed in 1811 and finally abandoned in the early 20<sup>th</sup> century, after which its remaining rubble stone and mortar buildings collapsed and were gradually covered by a protective layer of sand blown from the desert. A small part of the town has been excavated.

The property consists of the remains of the town, of its harbour and defensive walls, and, on its land side, of a canal, two screening walls, and cemeteries. A short distance away are the remains of the fort of Qal'at Murair with evidence of how the desert's supplies of water were managed and protected, and a further fort constructed in 1938.

## **Category of property**

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

## **1 Basic data**

**Included in the Tentative List**  
18 March 2008

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

**Date received by the World Heritage Centre**  
31 January 2011  
31 January 2013

## **Background**

This is a referred back nomination.

At its 36<sup>th</sup> session (Saint-Petersburg, 2012), the World Heritage Committee adopted the following decision:

Decision: 36 COM 8B.19

*The World Heritage Committee,*

1. *Having examined Documents WHC-12/36.COM/8B and WHC-12/36.COM/INF.8B1,*  
2. *Refers the nomination of Al Zubarah Archaeological Site, Qatar, back to the State Party, in order to allow it to:*

a) *Further develop its understanding of how the fabric of Al Zubarah and its desert hinterland were an exceptional testimony to a specific interaction between nomadic herders, pearl divers, fishermen and traders that once characterised the way of life in the Gulf by:*

- i. *Presenting the results of surveys and excavations carried out in the property and its wider setting, including underwater archaeology, that have already permitted the understanding of the origins of the town, the basis for its prosperity, its layout and how it related to the coast, its desert landscape and small satellite settlements and,*
- ii. *Completing the archival and oral history research developed within the project,*

b) *Formalize the official approval of the buffer zone limits and the Madinat Ash Shamal urban plan,*

c) *Complete and implement the Conservation Strategy identifying the interventions desirable to stabilize the urban remains,*

d) *Follow up the development of the Site Management Unit operational on site since 2011,*

e) *Monitor the effectiveness of the Management Plan;*

3. *Recommends that Heritage Impact Assessments be renewed in case major infrastructural projects in the vicinity of the property should become active again in order to ensure that these do not impact adversely on the town and its wider desert setting.*

A Supplementary Nomination dossier was submitted by the State Party on 31 January 2013.

This reflects works undertaken at the property in the two years since the submission of the first dossier. In particular it includes the results of an expanded programme of archaeological research, archival and oral history research, heritage management, and site preservation. The supplementary dossier also includes a Conservation Strategy and approved Buffer Zone limits, as requested by the World Heritage Committee.

## Consultations

ICOMOS consulted its International Scientific Committee on Archaeological Heritage Management and several independent experts.

## Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 16 to 20 October 2011.

## Additional information requested and received from the State Party

None

## Date of ICOMOS approval of this report

6 March 2013

## 2 The property

The supplementary dossier reflects the results of two years' extensive and intensive work on Al Zubarah and its hinterland since the drafting of the first nomination dossier. This has included archaeological excavations, regional surveys, archival and oral history research, conservation and heritage management.

This work has led to advances in understanding the cultural, social and political framework within which the town of Al Zubarah developed its relationship with its hinterland and its regional and wider trading links.

### Description

Strategically located in the Arabian Gulf between the Indian Ocean and western Asia, Al Zubarah was one of many towns to have existed in the Gulf over the past millennia whose prosperity was based on sea trade.

Al Zubarah was not the largest but certainly was one of the most prosperous towns in a short period between around 1760 and 1811 AD when its prosperity included trade in pearls.

What distinguishes Al Zubarah from other towns is the fact that it was abandoned and its layout has been preserved under the desert sands.

Al Zubarah also sits in a desert landscape within which have survived the remains of small fortified coastal and inland settlements, some of which had symbiotic relationships with the town, perhaps providing fish, livestock and the protection of artesian wells, while others had earlier origins and were abandoned as Al Zubarah expanded. These smaller settlements are not included in the nominated area and are also outside the buffer zone but are part of its wider setting and contribute to an understanding of its cultural, social and economic context.

The town today consists of low mounds which mask the buried traces of traditional vernacular and religious architecture. Archaeological investigations over the past two seasons, 2010-2011 and 2011-2012, have added

significantly to the details provided in the first nomination dossier. This work has encompassed:

- 1 Strategic excavations of selected areas including settlements areas straddling the Inner Town Wall, of structures commonly associated with commercial activities, of a large walled building complex on the southern extremity of the town; of rubbish heaps or middens, and of urban defensive regimes;
- 2 Exploration of Al Zubarah's extensive hinterland in order to locate, record, describe and categorise settlements and activities including water management, agriculture, and the acquisition of other resources, while Al Zubarah was flourishing and evidence for settlement in earlier time periods;
- 3 The classification, documentation and study of material culture recovered from excavations, which has offered insights into the cultural and economic life in the town and its wider region, including extensive trade within the Gulf and beyond.

All of this work has set Al Zubarah within a wide cultural framework, in which it stands out clearly as the largest, and most intact manifestation of the small independent states that evolved in the Gulf region and which formed the basis of today's modern states.

In detail, the property consists of the following:

- Town walls
- Evidence for palaces, houses, *suqs* & religious buildings
- Harbour and evidence for commerce and trade
- Canal and screening walls
- Cemeteries
- Qal'at Murair and water management
- Al Zubarah Fort
- Links to the hinterland

### Town walls

There are two town walls, the outer one representing the main phase of the town between c. 1760 and 1811AD. This outer wall is constructed of undressed coral limestone bonded with lime mortar and included twenty-two circular towers that were integrated into the pattern of houses. The later inner wall was lower with eleven towers and overlays the earlier street patterns. The walls are preserved in layout over several kilometres. A few of the towers have been re-constructed.

Recent aerial surveys have shown that Al Zubarah appears to be part of a larger complex settlement and fortification system – still partially unknown – running along the northern Qatar coastline in the Al Zubarah area. This is to be investigated further.

Evidence for palaces, houses, *suqs* & religious buildings

The town appears to demonstrate an overall planned layout of neighbourhoods, palaces, and squares within the outer town wall.

Within the town there are two distinct palatial compounds of a form that is found in many other parts of the Gulf such as at Masmak in Saudi Arabia or Jabrin, Oman. However at Al Zubarah they are clearly seen to be part of a planned urban form and their complete layout has been preserved. Parts of the palaces have been excavated. Near to these palaces are two large public squares and adjacent to one of these a mosque site has been identified. In the last two years further excavations in one of the palaces has revealed its fortress like appearance with circular defensive towers up to around four metres in height. The presence of an influential family can be inferred from the finds of imported porcelain and glass and from evidence for the hunting of gazelle, often seen as an activity of ruling elites.

The town plans shows clearly the sub-division into neighbourhoods. Between 500-600 buildings have been identified, suggesting a population of around 5,000 to 6,000 people. Courtyard houses are the most common architectural form. Many are of generous size and display porticos and entrance halls sometimes with traces of elaborate gypsum plaster decoration that reflects the prosperity of the town.

One courtyard houses has been analysed in detail to reveal its precise layout, including several areas with washing facilities, a room with 20 cooking ovens, and space for fish preparation. Nearby evidence has been uncovered of a specialised date-syrup production facility. Throughout the site, there is evidence of large, high-capacity date presses associated with this syrup production.

Near the beach, excavations have recovered evidence for more ephemeral houses of timber and palm thatch (*barasti*), of a type once common around the Gulf and which were possibly associated with fishermen or pearl divers.

Below the 18th century architectural phase, a densely acculturated layer of sand and mixed cultural material has been uncovered. Analysis of it has shown that this pre-architectural occupational phase was dominated by tents and/or palm frond structures that were subjected to numerous rebuilds and repairs. Analysis of the pottery indicates that these transient structures cannot be that much earlier than the founding of the town.

Harbour and evidence for commerce and trade

The harbour was protected to the north by a spur of the town wall that extended into the sea by some 50 metres, and culminated in a round tower. In 1895 British warships sank a large number of dhows in the harbour

(see History below) and their remains could still be preserved underwater.

Excavations of the past two years near the harbour have revealed details about the central role of commerce and trade.

Excavations of an area identified as a possible *suq* has confirmed this attribution and revealed complexes of warehouses linked to the harbour. Within the warehouses was evidence of commerce, such as pots from Khunj, Iran, blue porcelain, a glass bead and haematite diving weights, and of artisanal enterprises especially iron-working.

Further evidence of trade has come from the excavations of middens in which were considerable quantities of stone fruits and grains imported from India and Iran.

Canal and screening walls

The canal predates the screen walls as it was partly filled in by the southern wall. The canal runs from Qal' at Murair to the sea, a distance of some 1.76km. It is on average 20metres wide 1.5 to 2.0 metres deep. From written records it appears to have facilitated the transport of goods and water to and from the fort. Satellite imagery suggests it originally ran some 300 metres further inland.

Two almost parallel screening walls with round towers at regular intervals extend from the outer town wall inland towards the remains of the small fort of Qal' at Murair. The northern wall now extends to 1.3km, while the southern wall extends to around 0.9km. Both have been destroyed beyond a modern road. The walls appear to have offered protection for a water supply from Qal'at Murair.

Cemeteries

Outside the town there are remains of three cemeteries.

Qal'at Murair and water management

This fort was constructed in 1768 on a raised escarpment overlooking the town. It was destroyed between 1960 and 1970. Remains of three wells are within the walls of the fort and there are several more outside on the escarpment. Excavations have revealed a large cistern for storing water.

Linked to the fort are several enclosures that could have been used for cattle or for the cultivation of date palms.

Al Zubarah Fort

At a short distance inland from Al Zubarah town and unrelated to its development, is a small intact fort constructed in 1938 as a military and police post. Its form and parts of its construction reflect the tradition of fort building around the Gulf.

## Links with the hinterland

In the past two years survey work in the desert hinterland has documented how the town was connected with its natural and cultural surroundings. This involved surveys and mapping within a radius of around 25km to the north and east of the property, especially in the Buffer Zone; and strategic excavations at a select number of archaeological sites.

This work has revealed evidence of agricultural/ pastoral settlements clustered around water sources that date to the early Islamic period around 8-11<sup>th</sup> centuries AD. These have been linked to the town of Murwab south of Al Zubarah. They are characterised by a line of rectangular structures sometimes accompanied by a mosque, often stretching for hundreds of metres along a rocky rise or ridge above flatlands.

The survey work has also focused on coastal settlements, in particular Freiha just north of Al Zubarah where a long and complex settlement history was revealed that predates Al Zubarah, and Ruwaidah, a large settlement that was abandoned by the early 1900s. Excavations at Ruwaidah have revealed a six bay mosque, fortress, warehouses and mausoleum next to the sea. 13<sup>th</sup>-14<sup>th</sup> century Chinese ceramics, indicates that Ruwaidah may be one of the few sites to have substantial remains which date from before the 18th century. Excavations have shown cyclical development in which periods of re-building followed decline. All of these coastal settlements were fortified, like Al Zubarah. All appear to have had some sort of symbiotic relationship with other smaller inland settlements which perhaps supplied water and other commodities such as cattle.

## Buffer Zone

The property is surrounded by a large Buffer Zone, extending to 7196.4ha. This incorporates both the wider hinterland and the extensive coral reef system off the shore of Al Zubarah.

## History and development

There is little evidence for early settled habitations in northern Qatar, although rock art and low burial mounds attest to some possibly seasonal occupation perhaps related to fishing or pastoralism in pre-historic times. In early historical times the region was associated with the breeding of fine horses and camels.

It is only from the 9<sup>th</sup> century, in the later Abbasid times, that evidence for significant settlement begins to appear. From the 9<sup>th</sup> century onwards the area became more densely populated, perhaps as a result of the pearl trade, although most settlements were not on the coast. Coastal settlements began to be developed in significant numbers between the 14<sup>th</sup> and 18<sup>th</sup> centuries. They were fortified and reflect intense exploitation of marine resources including fishing for pearls.

The recent aerial and grounds surveys and excavations in the hinterland of Al Zubarah have much amplified this picture – as described above. This work has resulted in the identification of many important villages, hamlets and encampments inland and on the coast that existed from the 9<sup>th</sup> century onwards.

Al Zubarah appears to have been founded in the 18<sup>th</sup> century as a result of an Utub migration from Kuwait. The exploitation of pearls is suggested as a reason for this migration. Although Al Zubarah was a new planned town on the site of a small rural settlement, it was inserted into a populated rural landscape with which it appears to have had a symbiotic relationship. It also probably had a competing relationship with existing coastal towns such as Freiha, Ruwaidah, and Fuwairit – as evidenced by their fortifications.

Al Zubarah soon expanded with an influx of merchants from Basra and more from Kuwait who took advantage of its 'tax free' status. By the 1770s it was the largest settlement in the Arabian Gulf.

Disputes arose with the Persian governor of Bahrain that led to a series of skirmishes. In 1783 Kuwait supported a successful invasion of Bahrain and this allowed the Utub Al-Khalifas to expand their influence in Bahrain. The independent Al-Khalifas shifted their allegiance between Oman, Iran and the rising Wahhabi factions in central Arabia. Regional instabilities eventually led the Sultan of Oman to launch an attack on Al Zubarah in 1811 and it was burnt to the ground.

Only around a third of the settlement was subsequently re-inhabited and Al Zubarah became eclipsed by other towns. As a result of its involvement in a dispute in 1895 between the Ottomans and Bahrain, which was supported by the British Empire, during which 44 dhows were sunk in the harbour, the settlement was largely abandoned.

Over the past two years there has been extensive work on identifying archive resources that it is anticipated will shed more detailed light on the commercial and political history of Al Zubarah. ICOMOS considers that more work is still needed on this limited, uneven but complex body of source material.

There have been several phases of excavation at Al Zubarah under the direction of the Qatar Museums Authority (QMA) and its predecessor. The first was in the early 1980s and the second between 2002 and 2003. In all, only a small part of the site (2.5%) was investigated. In 2009 the Qatar Islamic Archaeology and Heritage Project (QIAH) was launched jointly by the QMA and the University of Copenhagen. This is a ten year project that aims to research the site and its hinterland and preserve its fragile remains. In two seasons, 2010-11 and 2011-12, enormous strides have been made as are outlined above.

These have had a considerable impact on understanding of how Al Zubarah relates to extensive Arab and Islamic heritage in its hinterland.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The analysis in the original nomination dossier is based on comparison with other pearl trading centres in Qatar, in the Gulf and worldwide. It also offers comparisons with other merchant settlements already inscribed on the World Heritage List.

Comparisons are made with two inscribed sites in the Gulf, Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun, Bahrain (2005, criteria (ii), (iii) and (iv)), and the Land of Frankincense, Oman (2000, criteria (iii) and (iv)), and also with the Ruins of Loropéni, Burkina Faso (2009, criterion (iii)), and with the Iwami Ginzan Silver Mine and its Cultural Landscape, Japan (2010, criteria (ii), (iii) and (v)). With all these examples similarities are suggested rather than differences, with the conclusion being drawn that all provide a compelling insight into trade networks.

The analysis states that for 'millennia' the primary focus of the global pearl industry was the Arabian Gulf which provided some 60-70% of the world's pearls. Nevertheless there were other centres between India and in Sri Lanka, in the Philippines, and in the Caribbean. In Sri Lanka, development has overlain the traditional ports and pearl fishing grounds. In Jolo, Sulu Islands, in the Philippines, the fortified remains of a once extensive town were apparently bombed in 1973 during political instabilities and information is difficult to obtain on its current status. The once great pearling (and slave) town of Nueva Cadiz, Venezuela, established by the Spanish, was abandoned in 1541 after an earthquake and tsunami and its ruins are currently neglected with some parts covered by modern structures.

Within the Arabian Gulf, a group of towns are identified that were the focus of the pearl trade between the mid-17<sup>th</sup> century to the 19<sup>th</sup> century, when the complex geopolitics of the area led to many settlements being newly created or re-built in response, in particular, to the arrival of the Utub tribe from Arabia and to the rivalry between certain centres of power.

On the Persian shore are Nakhilu, Bandar Lingeh, Bandar Abbas, and Bushire. Only Bandar Lingeh survives as a small trading town that has not been completely re-developed.

In the Upper Gulf, are Kuwait City, Qatif, Awal (modern Manama), and Muharraq, (part of which has been inscribed on the World Heritage List in 2012 as *Pearling, Testimony of an Island Economy*) and all except Muharraq have had their trading centres erased by later development.

In the Lower Gulf are Muscat, Jazirat al Hamra, Dubai and Abu Dhabi. In all except Jazirat al Hamra has the evidence for pearl trading activities been lost. Jazirat al Hamra was abandoned in the 1970s and at that time did present all the aspects of an early 20<sup>th</sup> century mercantile settlement that unlike Al Zubarah had not been raised by fire. However, it is now a victim of land pressure combined with neglect and these have brought significant changes.

Within Qatar there were a few settlements along the coast associated with pearling such as Huwella, and its close neighbour, Fuwairit, and Al Bida near Doha. But the first two were demolished in the early 19<sup>th</sup> century and Al Bida has been absorbed into Doha.

The conclusions are that within the Gulf the settlements "*exhibit notable, but limited, information on the Gulf pearl trade and its role in global mercantile culture. The physical remains of such sites are in poor condition, if they survive at all, and are in all cases divorced from their supporting hinterland. Unchecked urbanisation and minimal protection have regrettably led to the destruction, loss or neglect of many of these sites.*"

ICOMOS notes that, as presented in the nomination dossier, compared to other pearling sites in the Gulf, Al Zubarah does present a more complete ensemble of urban archaeological remains in its totality. However, it should also be noted that some of the other Middle Eastern pearling sites have actually more intact and integrated 'still standing' architecture as compared to Al Zubarah.

In the first nomination dossier, the comparative analysis highlighted the fact that Al Zubarah survives as an intact ruin in its landscape and as such might have the potential, on the basis of further research to be seen as exemplifying urban coastal settlements in the Gulf and their inter-relationship with desert settlements and desert use over time. Following the last two seasons of work, the relationship between Al Zubarah and its hinterland has now become much clearer as has, the distinction between *Al Zubarah archaeological Site* and its Gulf counterparts.

Al Zubarah can now be seen as a snapshot of an 18<sup>th</sup> /early 19<sup>th</sup> century pearling and trading town. The vast majority of physical remains from this period have disappeared under the massive urban development of the 20th century.

Other major examples of such towns (Abu Dhabi, Kuwait, Dubai, Ras al-Khaimah, Muharraq, Bushehr etc.) are heavily built up and altered, such that their early urban form can never be reconstructed.

ICOMOS considers that Al Zubarah, because of its abandonment of in favour of Doha, has survived as an intact and can now be seen as an authentic example of a trading settlement in the Gulf at a crucial moment in the region's history and one that cannot be paralleled.

---

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

---

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

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

- Al Zubarah is the Gulf's most complete and well-preserved town of the 18<sup>th</sup>-19<sup>th</sup> centuries connected to the practice of pearl trading and fishing.
- The town played a pivotal role in the historic phase of development of the pearl industry, as it represented one of the most prolific and crucial international trading ports in the region.
- The site reflects the history of tribal migration in the Arabian Gulf, as it was founded by merchants arriving from Kuwait and Basra in the search for pearls.
- Al Zubarah also represents a unique mode of occupying a fragile desert ecosystem, which includes a particular system of water management.
- The port was the Gulf's most important trading hub, connecting the Indian Ocean with Arabia and western Asia, and highlighting how trade and exchange connected people from east and west economically, socially and culturally.
- The ruins of Al Zubarah encompass a complete urban town plan of an 18<sup>th</sup> 19<sup>th</sup> century pearling and trading settlement in the Gulf.

Since the first nomination dossier, the Qatar Islamic Archaeology and Heritage Project (QIAH) through a combination of survey and targeted test excavations within the town and across its hinterland, has provided considerable detail on the way the city developed, the basis of its prosperity, and its relationship to other coastal trading centres and to its hinterland.

Al Zubarah was a flourishing settlement for a period of around fifty years and from its position on the coast and its fortified harbour; its prosperity was based on fishing, urban trade through the export of pearls and the import of high value commodities from as far as afield as India and China.

What has now become clearer is how Al Zubarah represents a coastal urban tradition that goes back many centuries. It was in a long line of prosperous trading towns that developed from the early Islamic period, around the 9<sup>th</sup> century AD along the coast of what is now Qatar, and in other parts of the Gulf, all reflecting a tradition of pearl fishing and involvement in the long distance Gulf/Indian Ocean carrying trade.

Thus a clear picture is now emerging that positions Al Zubarah as the almost final flourishing of valuable coastal trade based on pearls and other commerce in this part of the Gulf. Moreover the extent of the town and

its relationship with its desert hinterland can still be appreciated from its intact ruins.

ICOMOS considers that Al Zubarah can be considered as an outstanding testimony to an urban trading and pearl-diving tradition which sustained the major coastal towns of the region from the early Islamic period or earlier to the 20<sup>th</sup> century.

Al Zubarah specifically reflects the particular flourishing of this tradition in the 18<sup>th</sup> and early 19<sup>th</sup> centuries outside imperial control (Ottoman, European, Persian). It was one of a string of urban foundations which rewrote the political and demographic map of the Gulf during the 18<sup>th</sup> and early 19<sup>th</sup> centuries.

Due to its very short life span and the lack of significant subsequent occupation, its urban configuration remains almost complete, as does its desert hinterland with its scattering of small inland settlements with which it probably had symbiotic relationships.

Al Zubarah is an architectural ensemble and landscape which exemplifies the foundation of the independent Arab city-states which endure today.

Its architectural ensemble represents the stage at which tribal Arab groups settled on the Gulf coast and founded new, stable and prosperous cities, most of which ultimately developed into the states that exist today.

Thus the overall settlement of Al Zubarah, together with rural settlements that supported the main city through provision of cattle or water, is beginning present a vivid picture of a small 'city state' in the Gulf and how it related to its desert hinterland and other coastal trading centres.

### **Integrity and authenticity**

#### **Integrity**

The integrity of the Al Zubarah site relates to how far its remains can be said to include all the attributes of potential Outstanding Universal Value.

Al Zubarah has lain in ruins following its destruction in 1811. Only a small part of the original area was resettled during the late 19<sup>th</sup> century. As a result, the 18<sup>th</sup> century urban layout of Al Zubarah has been almost entirely preserved in situ.

The nominated site contains the whole town and its immediate hinterland, while the buffer zone encompasses a much wider part of the desert setting. The boundaries thus encompass all the attributes that express siting and functions.

The physical remains are highly vulnerable to erosion, both those that are still undisturbed and those that have been excavated. However detailed research and experimentation conducted over the past few seasons,

and still on-going is addressing the optimum stabilisation and protection approaches. The whole site is within a strong fence.

The integrity of the wider setting is adequately protected.

#### Authenticity

Authenticity relates to how far the attributes can convey clearly their value.

Only a small part of the town has been excavated in three phases: early 1980s, between 2002 and 2003 and since 2009. Restoration work carried out during the 1980s involved some re-construction of walls and, in some cases, the use of cement which had a destructive effect. Lack of maintenance during the twenty-five years before 2009 also resulted in substantial decay of the exposed walls. Thus the authenticity of the remains revealed by the early excavations has to a degree been compromised. But as this only pertains to a very small percentage of the remains, the overall impact is limited,

Since 2009, new excavations have been back-filled. Starting in 2011 a project has begun to stabilize walls using methods devised following extensive trials and research, and using the latest available information and technologies. These methods should allow parts of the excavated area to be consolidated so that they may be viewed.

---

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

---

#### 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;*

The criterion is justified by the State Party on the grounds that the abandoned settlement of Al Zubarah is a unique testimony to the merchant and pearl trading tradition of the Arabian Gulf during the 18<sup>th</sup> and 19<sup>th</sup> centuries and is the only complete urban plan of an Arabian pearl-merchant town.

ICOMOS considers that the further survey and research work undertaken over the past two years since the first nomination has allowed a better understanding of the way Al Zubarah developed and how it related to other trading settlements and to its hinterland. What is emerging is the value of Al Zubarah as the almost intact remains of a complete town that demonstrates the almost final flourishing of a long tradition of trading and pearl-diving tradition which sustained the major coastal towns of the region from the early Islamic period or earlier to the 20<sup>th</sup> century.

---

ICOMOS considers that this criterion has been justified.

---

*Criterion (iv): refers to "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 was not suggested in the revised nomination dossier, but ICOMOS considers that the strengthened information now presented suggests that it could be met.

Al Zubarah as a fortified town linked into settlements in its hinterland exemplifies the string of urban foundations which rewrote the political and demographic map of the Gulf during the 18<sup>th</sup> and early 19<sup>th</sup> centuries through building on the strategic position of the region as a trading conduit.

Al Zubarah can thus be seen as an example of the small independent states that were founded and flourished in the 18<sup>th</sup> and early 19<sup>th</sup> centuries outside the control of the Ottoman, European, and Persian empires.

This period can now be seen as a significant moment in human history, when the Gulf States that exist today were founded.

---

ICOMOS considers that this criterion has been justified.

---

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

This criterion is justified by the State Party on the grounds that Al Zubarah Archaeological Site bears unique testimony to the human interaction with both the sea and the harsh desert environment of the region. Pearl divers' weights, depictions of dhows, and imported ceramics show how the town's development was driven by trade and commerce, and how closely the town's inhabitants were connected with the sea.

ICOMOS considers that the past two year's excavations and surveys within Al Zubarah and in its hinterland have strengthened an understanding of the trading and pearling traditions that prevailed along the Gulf coasts, and their historical context. They have also strengthened understanding of now abandoned forms of traditional desert and sea-use exploitation such as fish traps, wells and agricultural activity sustained the coastal towns.

Not only is the archaeological site of Al Zubarah relatively unaffected by later occupation and modern development, but the surrounding landscape is also relatively intact.

ICOMOS considers that the urban landscape of Al Zubarah and its seascape and desert hinterland are not intrinsically remarkable or unique, amongst Gulf settlements, nor do they exhibit unusual land

management techniques. What makes them exceptional is the evidence they present as a result of complete abandonment over the last three generations. This allows them to be understood as a fossilised reflection of the way coastal trading towns harvested resources from the sea and from their desert hinterland at a specific time.

---

ICOMOS considers that this criterion has been justified.

---

ICOMOS considers that the conditions of integrity and authenticity have been met and that criteria (iii), (iv) and (v) have been justified.

---

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

The site is a fairly remote desert area. However, while it has remained largely away from development pressures since it was abandoned, major infrastructure projects that are planned could begin to change completely the wider setting of the site.

A 40km Qatar–Bahrain causeway and bridge was planned to be routed a few kilometres south of Al Zubarah Archaeological Site. This could have impacted adversely on the integrity of the site within an open desert landscape.

The Qatari authorities have now decided to re-route the causeway a few kilometres south of the Buffer Zone, in order to minimise its visual impact. A large interchange and border customs terminal that were planned for a site to the south-west of the Buffer Zone have also been moved further east.

An archaeological assessment of the impact of the Qatar-Bahrain ‘Friendship Bridge and causeway’ was undertaken in 2008-2009. As the Qatar-Bahrain Friendship Bridge Project at present has been halted and there is no planned date for its construction, the State Party states that a new Heritage Impact Assessment will be commissioned if and when the project should become active again.

A further large infrastructure development project at Madinat Ash Shamal, north-east of the Buffer Zone is related to the 2022 FIFA World Cup. The ICOMOS mission was informed that this will not encroach on the site, or on the Al Reem Biosphere Reserve, or on the National Heritage Park of Northern Qatar, as they are all legally Protected Areas. The tournament spectators for Ash Shamal stadium will be arriving from Doha via the main eastern coastal road and the Bahrain-Qatar Causeway Bridge to the south, causing minimal impact on the site.

The development and promotion of Al Zubarah as a major tourist attraction could draw large numbers of visitors, especially in winter time. The impact resulting from heavy tourism on the archaeological fabric of the

site, if uncontrolled, could threaten the integrity of the surviving fragile remains. In the first evaluation, ICOMOS considered that these concerns would need to be addressed by a discrete Tourism Strategy, as envisaged in the Management Plan (see below).

In the revised nomination dossier, it was stated that the QIAH Project had already undertaken the first steps towards developing a discrete tourism strategy. Since 2011, the QIAH Project has started the process of gradually developing the site for visitors and particularly for purposes of school education.

The harsh desert climatic conditions in north-west Qatar and the erosion processes caused by the sea and wind threaten the survival of the archaeological fabric of the site over time.

Rising sea water levels as a result of global warming could also pose a threat to the site. The fact that the town of Al Zubarah lies at seashore level and is surrounded on three sides by a *sabkha* makes it vulnerable.

ICOMOS considered in its first evaluation that such challenges need to be addressed by a Conservation strategy for the site that sets out what interventions would be possible and desirable. Such a Strategy has now been put in place (see below).

---

ICOMOS considers that the main threats to the property are the extremely fragile nature of the archaeological remains and potential major infrastructural developments that could have an adverse impact on the relationship between the town and its desert landscape.

---

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

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

The nominated property includes the entire remains of Al Zubarah town with its associated structures and features running inland.

The Buffer Zone surrounding the site encompasses a large area of landscape within which are various archaeological sites of Qal’at Shuwail, Helwan, Gebel Freiha and the abandoned village of Ain Muhammad. The Buffer zone also extends into the sea enclosing the harbour area and an extensive coral reef system off shore.

The Buffer Zone is surrounded to the south and south-west by Al-Reem Biosphere Reserve, its buffer zone and terrestrial and marine transition areas (about 200,000 ha). This offers Al Zubarah Archaeological Site an extra ‘buffer zone’ adequate to control any future urban development in the region and protect the wider natural setting of the site.



---

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

---

### **Ownership**

The Al Zubarah Archaeological Site is owned by the government.

### **Protection**

Al Zubarah is designated as an archaeological site according to the Law of Antiquities no. 2 of 1980, and its amendment, Law no. 23 of 2010. As such, it is a legally protected property.

The Buffer Zone has now been legally approved by the Ministry of Municipality and Urban Planning of Qatar. This means that no permits will be granted for any economic or real estate development within the Buffer Zone.

Al Reem Biosphere Reserve and the National Heritage Park of Northern Qatar, in which Al Zubarah Archaeological Site is included, have the status of legally Protected Areas. These effectively extend protection to the wider setting and will be crucial in insuring that any regional development, especially of Madinat Ash Shamal, will respect the protection and conservation of the cultural and natural heritage of the region.

The Madinat Ash Shamal Structure Plan has already been submitted but not yet approved. The Structure Plan would guarantee the protection of the site from any urban encroachment from the north-east. This is relevant to the large infrastructure development proposals related to preparations for the 2022 FIFA World Cup. The Plan is due for approval in 2013.

In addition, the Qatar National Master Plan (QNMP) states that the protection of cultural heritage sites, of which *Al Zubarah Archaeological Site* is the country's largest, is of crucial importance throughout Qatar (Policy BE 16). 'Conservation Areas' are established in order to ensure this protection and the policy actions expressly state that this includes Qatar's northern coastline (Coastal Zone Protection Area) and the area between Al Zubarah and Al Shamal (Al Shamal Conservation Area). The Plan also states that growth will be constrained by the protected areas and that planned road networks shall avoid the Buffer Zone.

The Management Plan sets out a raft of new policies for the protection of Qatar's cultural heritage that have been developed or are being developed. These include the National Development Strategy, 2011, and the Qatar Master Plan, 2011. Further Plans in progress include the Qatar National Development framework and Municipal, City and Local Area Plans.

Given the open nature of the wider setting of the site and the potential major development projects that are being considered, there is a need to ensure that there are

mechanisms in place to allow major projects outside the Buffer Zone to be scrutinised for their impact on the site.

---

ICOMOS considers that the protective measures for the property will be adequate when the Madinat Ash Shamal Structure Plan has been officially approved in 2013.

---

### **Conservation**

At the time of the first nomination, ICOMOS noted that the conservation and consolidation of the surviving and newly exposed archaeological structures of Al Zubarah, posed a major challenge, as they were highly vulnerable to deterioration from the harsh environmental conditions.

The earliest conservation works at the site had been carried out following the initial archaeological excavations in the 1980s. These focused primarily on excavated buildings and segments of the outer town wall. Old stones were used to re-build additional courses on some walls, while other walls were extensively reconstructed. The mortar used in these works was mainly cement-based (rather than the softer lime of the original walls) and the walls were capped with a cement coat. After nearly three decades of neglect these harsh materials had caused substantial decay of the exposed walls around and beneath the cement mortar causing some collapses to the structures.

In 2009, the Qatar Islamic Archaeology and Heritage project (QIAH) was started. This is a ten-year research, conservation and heritage initiative, being undertaken jointly with the University of Copenhagen, to investigate the site, preserve its fragile remains, and work toward the presentation of the site to the public.

The first phases of the project have covered documentation using modern 3D laser scanning and more traditional techniques to provide an holistic assessment of the state of conservation of the old excavation areas; and an exemplary inventory and catalogue of the state of conservation of two parts of the site, one of which is the excavated parts of the town wall, together with a preliminary mortar and plaster analysis.

At the time of the first nomination, ICOMOS noted that there was no defined conservation strategy. This awaited the outcome of a series of further surveys and conservation experiments.

The revised nomination provided the results of this further work over the past two years.

The project has developed a Conservation Strategy that will:

- 1 Both protect and strengthen the structures in order for them to be preserved for future generations;
- 2 Take a certain amount of annual visitors into consideration;
- 3 Be a sustainable strategy that in addition to protecting archaeological remains, made them an

understandable medium for explaining the town's history.

The new strategy brought in a different approach for stabilising the excavated and other remains. It moved from trying to stabilise the stone walls by applying lime mortar shelter coat over all the upstanding remains to a new more targeted approach that focused more on the earth mortars.

The revised strategy includes the re-plastering/re-surfacing of wall faces to protect the actual building stones from erosion. Furthermore, there is a much clearer differentiation between wall faces and wall tops with a 'double lined' plaster ledge separating the wall plaster and the rough surface of the wall top. Both the treatment of surfaces and the visual characteristics of the new, currently lime-based plaster approximate to the historic construction processes.

The revised strategy also entails a degree of structural rebuilding, including the restitution of architectural elements such as wall faces, niches, ledges and doorways. The consolidation of historic plasters includes the stabilisation of exposed surfaces, stitching cracks and border lines, filling voids and fixing loose components. In sum, the revised conservation strategy is specifically tailored to the characteristics of earthen architecture.

It is acknowledged that owing to the environmental conditions and the composition of the historic building, this work cannot completely stop deterioration and a regular programme of maintenance and monitoring is required.

Protection and conservation measures undertaken in 2012 also involved the implementation of solutions to mitigate the impact of pedestrian and vehicular traffic approaching the site and within it. These involve the construction of three raised walkways for visitors, of which one so far has been completed.

The project has produced a *Conservation Handbook*. This is organised into three main sections: 1. Basics; 2. Conservation Concept; and 3. Conservation Manual.

The Basics covers Al Zubarah's history and archaeology, environmental /climatic conditions, information on building materials and general deterioration patterns at Al Zubarah.

The Conservation Concept sets out an examination and assessment of previously executed consolidation work and provides examples of characteristic architectural features as a basis for good practise.

The third part, the Conservation Manual, provides technical instructions, organised according to a 'fiche method', where each fiche summarises a specific aspect of conservation work.

Starting with general topics covering Health and Safety regulations on site and how to deal with specific materials, the manual presents a step by step description of the conservation and consolidation work. Each work step is accompanied by images and text. Relevant reports and documents are compiled in appendices to the overall Handbook.

In parallel to the work on the town, conservation work has also been undertaken on the modern Fort in preparation for its use as a Visitor Centre. A separate Conservation Handbook: Al Zubarah Fort is being prepared that looks at the conservation of the traditional building techniques exemplified in the Fort. This will be completed in 2014.

ICOMOS considers that the challenges facing the conservation of the highly fragile remains in a hostile climate are immense.

The conservation approach adopted of survey, analysis and trial approaches is to be highly commended, as is the development of a Conservation Handbook so that the extensive research and analysis and the agreed conservation strategy are readily available to all, in a straightforward, readily accessible but highly professional manner.

A group of experts known as The Heritage Conservation Strategy Group meets at least three times per year to follow up on the conservation activities and optimise the implementation of the conservation strategy.

---

ICOMOS considers that the state of conservation of the property is fragile, a reflection of the inherent weaknesses of the archaeological remains in a hostile maritime and desert climate and some previous interventions; the development of the detailed Conservation Handbook based on extensive research and analysis is an admirable approach.

---

## **Management**

Management structures and processes, including traditional management processes

Responsibility for site management is with the Department of Antiquities under the authority of the Qatar Museums Authority (QMA), which falls in turn under the direct authority of the Amiri Diwan (office of the Qatari Amir).

The Management Unit for the property has been fully operational since 2010-2011. Until 2015 the Site Management Unit will be run jointly by the QIAH Project and the QMA. A QIAH-appointed Site Manager works in collaboration with a QMA-appointed Deputy Site Manager (position established in 2011). There are 14 guards at the site, 2 at the main gate and 3 teams of 4 guards each patrol the site and its perimeter during day time.

In 2011-2012 a programme of training in conservation techniques for a selected workforce was started. Over the course of the next three years, the programme aims to create a skilled workforce specifically trained to undertake all restoration activities at the property.

A National Committee for the site was established in June 2011 and held its first meeting in October 2011. The Committee members include representatives of the various stakeholders groups, including the local community, various Ministries and the Universities of Qatar and Copenhagen, and is chaired by the Vice-Chair of the QMA. Its aim is to facilitate dialogue and to advise the QMA on protection and monitoring of the site.

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

A Management Plan for the site was submitted in January 2012 to replace the shorter version submitted with the first nomination dossier.

The Management Plan sets out clearly the threats to the site from uncontrolled tourism and lack of heritage conservation capacity.

The Management Plan will be implemented in three phases over nine years. The first phase (2011-2015) focuses on archaeological investigation, conservation and the preparation of a master plan for tourism development, including the planning and designing of a visitor centre to be opened in 2015, and capacity building; the second phase (2015-2019) is a medium-term strategy for presentation and capacity building but will include further archaeological investigations, while in the third phase (2019 onwards) the QMA will take full responsibility for managing the site which should by this time be conserved and presented.

The QIAH project also had a remit to develop the Heritage Master Plan for the whole of the north of Qatar, an area between Al Zubarah and Madinat Ash Shamal which includes abandoned villages and other archaeological sites. A proposal for this Master Plan will be developed during Phase One.

The formation of the Management Plan has allowed the QMA to negotiate and implement heritage control and prevent or modify unsuitable development plans such as re-routing of the Bahrain-Qatar Causeway project and imposing restrictions the development of Madinat Ash Shamal towards Al Zubarah in the south-west. However ICOMOS considers that continued vigilance will still be needed to ensure these projects do not compromise the site.

As envisaged in the Management Plan, a QIAH-QMA mentoring system aimed at capacity building in the field of heritage in Qatar was started in 2012.

A series of new interpretive panels for visitors are planned. These will be developed over the course of the next three years (2013-2015). An additional series of interpretive panels targeted mainly at schools' education will also be created.

The Al Zubarah 1938 Fort will be developed into a visitor centre dedicated to presenting the cultural and natural heritage of *Al Zubarah* and northwest Qatar. The ICOMOS mission was informed that a feasibility study is being conducted to examine potential locations for a larger Visitor centre for the whole northwestern Qatar region. One proposed location is the abandoned village of Ain Muhammad to the north, just outside the Buffer Zone. The Management Plan provides further information on the low impact approach to this project.

Risk management will be addressed at the first update of the Management Plan in 2015.

The Management Plan sets out details of the resources allocated to Al Zubarah for three years since 2008-9. These have amounted to over \$400m in total.

The management of the property is evolving in parallel with the evolution of the QIAH project. Both reflect the way the approach to the property is becoming more professional, more structured and better targeted.

Involvement of the local communities

There are no local communities in the property or the buffer zone.

Community archaeology and outreach activities are planned as part of the QIAH project. A work plan will be drawn up in 2012. This will include contact with people who once lived in the Ash Shamal area near the nominated property.

---

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

---

## 6 Monitoring

Monitoring of the site is foreseen in the Management Plan. Indicators will include meteorological data, satellite imagery of the buffer zone, and visitor statistics.

In the first evaluation, ICOMOS noted that an initial set of indicators had been presented in the Management Plan. These included the state of conservation of the fabric monitored once a year and damage caused by visitors. ICOMOS noted that the indicators need to be more tightly related to the key attributes of the site and, in terms of monitoring the state of conservation of the archaeological remains, they need to be more specific in terms of what is being monitored and how.

In response, in the supplementary information, details have been provided on more detailed indicators such as

permanent data loggers for temperature and humidity measurements, visual, and photographic monitoring, lab-analyses of building materials and 3D-laser scans.

This combination of monitoring procedures allows specialists to access and evaluate the executed work, and to record decay processes. It is stated that evaluation of the data will lead to contexts specific methods and materials, which, in turn, will result in improved maintenance processes.

---

ICOMOS considers that the monitoring indicators in place are appropriate

---

## 7 Conclusions

ICOMOS noted in its first evaluation that what emerges clearly in the first nomination was the fact that the abandoned coastal town of Al Zubarah within its desert landscape setting, scattered with the remains of smaller settlements, is a rare survival in the Gulf Region.

What the revised nomination has set out, on the basis of very extensive survey, research and excavation within Al Zubarah and its wider desert hinterland over the past two years, is a firm understanding of what Al Zubarah can be said to represent in an exceptional way.

Al Zubarah was a trading town on the edge of the Gulf. It relied on establishing a symbiotic relationship with smaller settlements in its hinterland. Its prosperity related to its involvement in Gulf and Indian Ocean trade of high value commodities, most notably the export of pearls. Al Zubarah was one of several trading towns around the coast in what is now Qatar and one of many towns around the Gulf that similarly relied on inland settlements. Individually these trading towns probably competed with each other over the many centuries during which the India Ocean trade was plied.

What distinguished Al Zubarah from these other towns is that it lasted a comparatively short space of time, secondly that it was abandoned, thirdly that it has lain largely untouched since being covered by the desert sands and fourthly that its wider context can still be read through the remains of small satellite settlements and the remains of possibly competing towns nearby along the coast.

Al Zubarah is not exceptional because it was unique or distinguished in some way from these other settlements, but rather for the way that it can be seen to exemplify the string of urban foundations which rewrote the political and demographic map of the Gulf during the 18<sup>th</sup> and early 19<sup>th</sup> centuries and led to the development of small independent states that flourished outside the control of the Ottoman, European, and Persian empires and which eventually led to the emergence of modern day Gulf States.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that Al Zubarah Archaeological Site, State of Qatar, be inscribed on the World Heritage List on the basis of **criteria (iii), (iv) and (v)**.

### Recommended Statement of Outstanding Universal Value

Brief synthesis

The walled coastal town of Al Zubarah in the Arabian Gulf flourished as a pearling and trading centre for a short period of some fifty years in the late 18<sup>th</sup> and early 19<sup>th</sup> centuries.

Founded by Utub merchants from Kuwait, its prosperity related to its involvement in trade of high value commodities, most notably the export of pearls. At the height of its prosperity, Al Zubarah had trading links with the Indian Ocean, Arabia and Western Asia.

Al Zubarah was one of a long line of prosperous, fortified trading towns around the coast in what is now Qatar, and in other parts of the Gulf, that developed from the early Islamic period, around the 9<sup>th</sup> century AD, onwards and established a symbiotic relationship with inland settlements. Individually these trading towns probably competed with each other over the many centuries during which the India Ocean trade was plied.

Al Zubarah was mostly destroyed in 1811 and finally abandoned in the early 20<sup>th</sup> century, after which its remaining rubble stone and mortar buildings collapsed and were gradually covered by a protective layer of sand blown from the desert. A small part of the town has been excavated. The property consists of the remains of the town, with its palaces, mosques, streets, courtyard houses, and fishermen's huts, its harbour and double defensive walls, and, on its land side, of a canal, two screening walls, and cemeteries. A short distance away are the remains of the fort of Qal'at Murair, with evidence of how the desert's supplies of water were managed and protected, and a further fort constructed in 1938.

What distinguished Al Zubarah from the other trading towns of the Gulf is that it lasted a comparatively short space of time, secondly that it was abandoned, thirdly that it has lain largely untouched since being covered by the desert sands, and fourthly that its wider context can still be read through the remains of small satellite settlements and the remains of possibly competing towns nearby along the coast.

The layout of Al Zubarah has been preserved under the desert sands. The entire town, still within its desert hinterland, are a vivid reflection of the development of an eighteenth- and nineteenth-century trading society in the Gulf region and its interaction with the surrounding desert landscape.

Al Zubarah is not exceptional because it was unique or distinguished in some way from these other settlements, but rather for the way that it can be seen an outstanding testimony to an urban trading and pearl-diving tradition which sustained the major coastal towns of the region from the early Islamic period or earlier to the 20<sup>th</sup> century, and to exemplify the string of urban foundations which rewrote the political and demographic map of the Gulf during the 18<sup>th</sup> and early 19<sup>th</sup> centuries and led to the development of small independent states that flourished outside the control of the Ottoman, European, and Persian empires and which eventually led to the emergence of modern day Gulf States.

**Criterion (iii):** The abandoned settlement of Al Zubarah, as the only remaining complete urban plan of an Arabian pearl-merchant town, is an exceptional testimony to the merchant and pearl trading tradition of the Arabian Gulf during the 18<sup>th</sup> and 19<sup>th</sup> centuries, the almost final flourishing of a tradition that sustained the major coastal towns of the region from the early Islamic period or earlier to the 20<sup>th</sup> century.

**Criterion (iv):** Al Zubarah as a fortified town linked to settlements in its hinterland exemplifies the string of urban foundations which rewrote the political and demographic map of the Gulf during the 18<sup>th</sup> and early 19<sup>th</sup> centuries through building on the strategic position of the region as a trading conduit. Al Zubarah can thus be seen as an example of the small independent states that were founded and flourished in the 18<sup>th</sup> and early 19<sup>th</sup> centuries outside the control of the Ottoman, European, and Persian empires. This period can now be seen as a significant moment in human history, when the Gulf States that exist today were founded.

**Criterion (v):** Al Zubarah bears a unique testimony to the human interaction with both the sea and the harsh desert environment of the region. Pearl divers' weights, imported ceramics, depictions of dhows, fish traps, wells and agricultural activity show how the town's development was driven by trade and commerce, and how closely the town's inhabitants were connected with the sea and their desert hinterland.

The urban landscape of al Zubarah, and its relatively intact seascape and desert hinterland are not intrinsically remarkable or unique, amongst Gulf settlements, not do they exhibit unusual land management techniques. What makes them exceptional is the evidence they present as a result of complete abandonment over the last three generations. This allows them to be understood as a fossilised reflection of the way coastal trading towns harvested resources from the sea and from their desert hinterland at a specific time.

#### Integrity

Al Zubarah has lain in ruins following its destruction in 1811. Only a small part of the original area was resettled during the late 19th century. As a result, the 18th century

urban layout of Al Zubarah has been almost entirely preserved in situ.

The property contains the whole town and its immediate hinterland. The boundary encompasses all the attributes that express siting and functions. The buffer zone encompasses part of its desert setting and context.

The physical remains are highly vulnerable to erosion, both those that are still undisturbed and those that have been excavated. However detailed research and experimentation conducted over the past few seasons, and still on-going is addressing the optimum stabilisation and protection approaches. The whole property is within a strong fence. The integrity of the wider setting is adequately protected.

#### Authenticity

Only a small part of the town has been excavated in three phases: early 1980s, between 2002 and 2003 and since 2009. Restoration work carried out during the 1980s involved some re-construction of walls and, in some cases, the use of cement which had a destructive effect. Lack of maintenance during the twenty-five years before 2009 also resulted in substantial decay of the exposed walls. Thus the authenticity of the remains revealed by the early excavations has to a degree been compromised. But as this only pertains to a very small percentage of the remains, the overall impact is limited.

Since 2009, new excavations have been back-filled. Starting in 2011 a project has begun to stabilize walls using methods devised following extensive trials and research, and using the latest available information and technologies. These methods should allow parts of the excavated area to be consolidated so that they may be viewed by visitors.

#### Management and protection requirements

Al Zubarah is designated as an archaeological site according to the Law of Antiquities no. 2 of 1980, and its amendment, Law no. 23 of 2010. As such, it is a legally protected property.

The buffer zone has been legally approved by the Ministry of Municipality and Urban Planning of Qatar. This ensures that no permits will be granted for any economic or real estate development within the Buffer Zone.

Al Reem Biosphere Reserve and the National Heritage Park of Northern Qatar, in which Al Zubarah Archaeological Site is included, have the status of legally Protected Areas. These effectively extend protection to the wider setting, The Madinat Ash Shamal Structure Plan due to be approved in 2013 will guarantee the protection of the site from any urban encroachment from the north-east.

The Qatar National Master Plan (QNMP) states that the protection of cultural heritage sites, of which *Al Zubarah Archaeological Site* is the country's largest, is of crucial importance throughout Qatar (Policy BE 16). 'Conservation Areas' are established in order to ensure this protection and the policy actions expressly state that this includes Qatar's northern coastline (Coastal Zone Protection Area) and the area between Al Zubarah and Al Shamal (Al Shamal Conservation Area). The Plan also states that growth will be constrained by the protected areas and that planned road networks shall avoid the Buffer Zone.

A Site Management Unit for the property will until 2015 be run jointly by the Qatar Islamic Archaeology and Heritage (QIAH) project and the Qatar Museums Authority (QMA). A QIAH-appointed Site Manager works in collaboration with a QMA-appointed Deputy Site Manager. A National Committee for the property includes representatives of the various stakeholders groups, including the local community, various Ministries and the Universities of Qatar and Copenhagen, and is chaired by the Vice-Chair of the QMA. Its aim is to facilitate dialogue and to advise the QMA on protection and monitoring of the property.

An approved Management Plan will be implemented in three phases over nine years. The first phase (2011-2015) focuses on archaeological investigation, conservation and the preparation of a master plan for tourism development, including the planning and designing of a visitor centre to be opened in 2015, and capacity building; the second phase (2015-2019) is a medium-term strategy for presentation and capacity building but will include further archaeological investigations and the development of a risk prevention strategy, while in the third phase (2019 onwards), the QMA will take full responsibility for managing the property which should by this time be conserved and presented.

The Qatar Islamic Archaeology and Heritage Project (QIAH) was launched jointly by the QMA and the University of Copenhagen in 2009. This ten year project aims to research the property and its hinterland and preserve its fragile remains.

A Conservation Strategy has been developed that is specifically tailored to the characteristics of earthen architecture and devised to meet the needs of the Al Zubarah ruins. It aims to protect and strengthen the urban remains in order for them to be preserved for future generations; to take a certain amount of annual visitors; and to allow them to be understandable in terms of explaining the town's history. It is acknowledged that owing to the environmental conditions and the composition of the historic buildings, conservation work cannot completely stop deterioration and a regular programme of maintenance and monitoring is planned. A Conservation Handbook has been prepared that includes the Conservation Concept and a Conservation Manual and overall allows the extensive research and

analysis that has been undertaken and the agreed conservation strategy to be readily available to all, in a straightforward, readily accessible but highly professional manner.

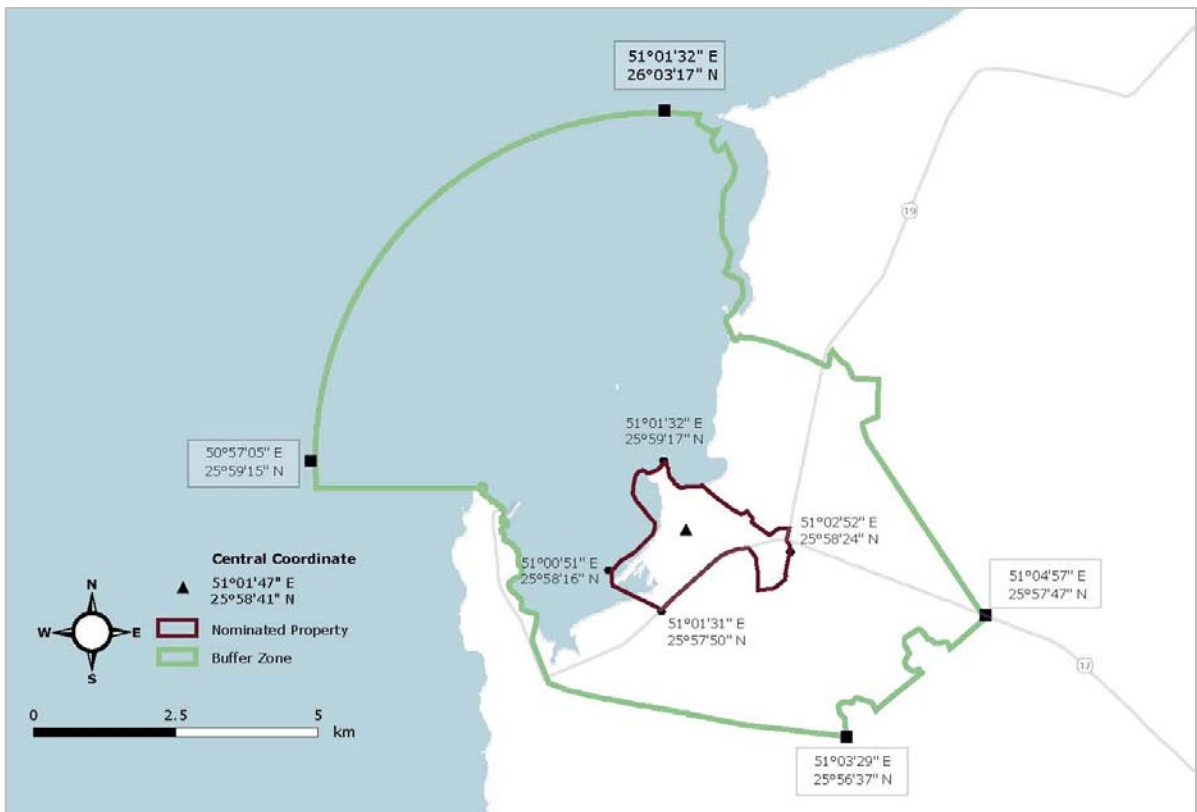
A group of experts known as the Heritage Conservation Strategy Group meets regularly to follow up on the conservation activities and optimise the implementation of the conservation strategy. A programme of training in conservation techniques has been initiated the programme to create a skilled workforce specifically trained to undertake all restoration activities at the property.

The challenges facing the conservation of the highly fragile remains in a hostile climate are immense. The approaches being devised for survey, analysis and conservation, as well as visitor management, aim to be exemplary.

#### **Additional recommendations**

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

- Carrying out Heritage Impact Assessments for major infrastructural projects considered in the vicinity of the property in order to ensure that these do not impact adversely on the town and its wider desert setting;
- Continuing its wide-ranging survey, research and analysis of the wider setting of the property, and, in particular, its relationship with other coastal towns and inland settlements.



Map showing the boundaries of the nominated property



Al Zubarah Fort



Aerial view of houses





Aerial view of Al Zubarah shoreline



Inner (left) and outer (right) town walls

---

## Tyre (Lebanon) No 299bis

---

### 1 Basic data

**State Party**

Republic of Lebanon

**Name of property**

Tyre

**Location**

City and District of Tyre, Governorate of South Lebanon

**Inscription**

1984

**Brief description**

According to legend, purple dye was invented in Tyre. This great Phoenician city ruled the seas and founded prosperous colonies such as Cadiz and Carthage, but its historical role declined at the end of the Crusades. There are important archaeological remains, mainly from Roman times.

**Date of ICOMOS approval of this report**

6 March 2013

### 2 Issues raised

**Background**

Tyre was inscribed on the World Heritage List in 1984 under criteria (iii) and (vi). At that time no exact boundary was defined for the property and just a set of archaeological remains were listed in the nomination dossier, grouped in two distinct areas: the City Site and the Al Bass Site.

ICOMOS recommended inscription of the property on the World Heritage List as well as on the List of World Heritage in Danger; additionally, a *non-aedificandi* zone should have been established on state-owned land and a ban on construction of buildings with more than three storeys imposed in the immediate vicinity of the protected remains.

The World Heritage Committee at its 8<sup>th</sup> session (Buenos Aires, 1984) decided “to inscribe this site such as it was defined in the plan submitted by the Lebanese authorities. The Committee furthermore requested the Lebanese authorities to give details on the type of protection given within and around the zones of protection indicated on the plan as uncontrolled urban development should not destroy the old city.”

The property has come to the World Heritage Committee’s attention since 1995 due to reports about modernization projects in the historic harbour of the Historic City Centre that could affect the underwater remains. For this reason, a protection zone for underwater archaeology has been requested for many years to protect the submerged remains associated with ancient Tyre; similarly an archaeological map for the entire Tyre area and the boundaries of the inscribed property have also been requested (see decisions 26COM 21B.56, 28COM 15B.48, 29COM 7B.102, 30COM 7B.52, 31COM 7B.62, 32COM 7B.60).

In 2010, at its 34<sup>th</sup> session (Brasília, 2010), the World Heritage Committee adopted the Retrospective Statement of Outstanding Universal Value for the property, which, under the Integrity paragraph states that “*As the exact boundaries of the site have not yet been formally approved, it must be assumed that the zones protected by the national legislation, as documented by the town plan, are assimilated into the inscribed property and include the essential attributes of the Outstanding Universal Value of the property. However, the physical vestiges of the aqueduct and some areas of the ancient necropolis, not cleared and still buried, located outside the protected area, are also attributes of the Outstanding Universal Value. As the overall archaeological prospection is incomplete, the full extent of the potential elements is not definite.*”

At the same Session, the World Heritage Committee made note of the clarification of the property boundaries and areas of Tyre. To Document WHC-10/34.COM/8D is attached a copy of the 2003 Urban Plan Map transmitted by the State Party in response to the Retrospective Inventory. Through its Decision 34COM 7B.57, the Committee, concerned by the threats posed to the property which were not properly addressed due to the lack of an effective management system, urged the State party to formally establish a maritime protection zone.

At its 35<sup>th</sup> session (Paris, 2011), the World Heritage Committee encouraged the State Party “to establish as soon as possible a buffer zone to protect [the property] from excessive development and to submit a request for boundary modification to this end, according to paragraphs 163- 165 of the *Operational Guidelines for the Implementation of the World Heritage Convention.*”

At its 36<sup>th</sup> session (Saint Petersburg, 2012), the World Heritage Committee urged the State Party “to finalise the process of definition of a buffer zone for the property, including the definition of appropriate regulatory measures to protect the property from excessive development and to submit a request for minor boundary modification to this end...”.

By 1<sup>st</sup> February 2013, the State Party submitted the present request for minor boundary modification for evaluation.

## Modification

The minor boundary modification request contains three different items:

1. a new clarification of the boundaries of the property as inscribed in 1984, with the withdrawal of the map submitted in 2010, as the State Party considers it inaccurate;
2. the proposal of a minor modification to the boundaries of the property as defined in the above-mentioned new boundary clarification, to include the underwater archaeological remains located to the south of the city archaeological area and the southern coast of the promontory, the Cemetery area situated to the west of this area and in close proximity to the Al Bass site, the Phoenician Necropolis located N-E of the site, and some non-developed public plots of land to the east and west of the hippodrome;
3. the proposal for the creation of a buffer zone for the inscribed property, comprising Tyre Cadastral Zone in its entirety and some parcels belonging to Burj El Chemali Cadastral Zone located to the east of Tyre.

### Item 1

With regard to the new clarifications of the property boundaries, the State Party explains in detail why the 2003 Urban Plan Map of Tyre submitted in 2010 in response to the Retrospective Inventory does not depict the property limits at the time of inscription: the map would not contain clear indications of the limits of the World Heritage Property and would not be consistent with the 1983 nomination dossier nor with the 1984 ICOMOS evaluation.

This map identifies as AR zones (archaeological protected zone) the entire southern part of the peninsula with the ruins of Ancient Tyre and those of the Crusader era, the area of Al Bass necropolis and the hippodrome, some plots in its immediate vicinity, a strip of land connecting Al Bass with the Ancient City site, and a further strip of land eastwards, as well as the gardens located south of the hippodrome. The legend of the map indicates these areas as 'property classified as World Heritage'.

The State Party analyzes the texts of the nomination dossier and of ICOMOS' evaluation, concluding that these documents identify two distinct areas which comprise several components but no clear description of boundaries. According to the State Party, however, the property limits can be reconstructed on the basis of the description provided in the above mentioned documents, of the excavated areas at the time of the nomination, and of the map attached to the ICOMOS evaluation. All these sources would concur in demonstrating that the 2003 Urban Plan Map does not reflect correctly the make-up of the property as inscribed in the intentions of the World Heritage Committee, ICOMOS and the State Party. The State Party concludes that the property inscribed could not be larger than the limits of the excavated sites of Al Bass Necropolis, the City and the Cathedral and that no areas located further east from the necropolis were meant to be

included in the nominated area at the time of the drafting of the nomination dossier.

The State Party further notes that the limits of the property as outlined in the 2003 Urban Plan Map should be considered a new boundary delimitation, rather than a boundary clarification, the configuration of which would require, in the State party's view, a significant boundary modification or even a re-nomination.

On the basis of the reasoning described above, the State Party proposes a new clarification of the property boundaries, identifying three areas, the limits of which appear much reduced in respect to those outlined in the 2003 Urban Plan Map submitted in 2010 by the State Party.

Concerning the property boundary clarifications proposed by the State Party, ICOMOS observes that for many years the World Heritage property has been considered to be lacking a clearly defined boundary which, however, cannot be established without an interpretation of the archaeological findings in and around Tyre. Therefore the World Heritage Committee has reiterated its request to the State Party to establish an archaeological map illustrating the presence of existing – buried and unburied - archaeological remains and areas with archaeological potential, so as to determine the extent of the historical city of Tyre based on the reality on the ground.

ICOMOS further notes that both the nomination dossier and the ICOMOS evaluation refer to two areas, whilst the current State Party proposal for a new clarification identifies in fact three areas - Al Bass, the Ancient City and the Crusader's Cathedral sites – in contrast with one of the few accepted points for the physical constitution of this property. Additionally ICOMOS notes that the map attached to its evaluation was taken from a publication on Tyre depicting the Urban Master Plan from the 1960's at a time when the archaeological excavations at Tyre were still at an early stage, twenty years before the property was inscribed on the World Heritage List.

ICOMOS notes that the assessment of the State Party is correct insofar as a specific set of archaeological remains were mentioned explicitly in the nomination dossier, leaving the question of the extent of the nominated property unanswered at the time of inscription. In fact the State Party itself in the nomination dossier maintained "D'autre part, des sondages sont en cours pour déterminer l'emplacement exact de villes phéniciennes et cananéennes." (Nomination Dossier, DGA 1983, p. 3) which also allows the interpretation, that the matter of the extent of the site was kept open on purpose until the archaeological excavations could be resumed and completed once the military conflict (from 1978 onwards) had ended, which only happened in 1991.

It should also be noted that the Urban Plan of Tyre has evolved considerably over the last twenty years, assigning legal protection (AR zones in the Urban zoning maps of 2003 and the previous one) to areas that go far beyond

those currently proposed as boundary clarification, thanks to the progress made by the State Party and to the International Safeguarding Campaign for Tyre, as the three available maps of the city (the 1960 map attached to the ICOMOS evaluation, the 1998 hand-colored zoning map of Tyre and the 2003 Urban Plan map) demonstrate.

Additionally ICOMOS observes that the interpretation of the historical aerial photographs would require, for the sake of reliability, the integrated research also into other historical sources (e.g., historic maps, travel accounts, iconographic material, etc) which taken together may assist in the understanding of the extent of the excavation area at the time of inscription. In fact, from the aerial photographs submitted in the dossier, both the Ancient City Site and the Al Bass Site seem larger than the two areas currently being proposed by the State Party as an adjournment of the boundary clarification and are much more similar to what is today proposed as the minor boundary modification, except for the marine extension, which represents a new element.

Finally, ICOMOS observes that, according to the *Operational Guidelines for the Implementation of the World Heritage Convention* and the body of decisions made by the World Heritage Committee, as far as extensions are concerned, the distinction between significant boundary modification and minor boundary modification does not reside primarily in the size of the area included but in the impact that this extension, by virtue of the new components included, may have on the Outstanding Universal Value of the inscribed property. In the case of the archaeological zones depicted in the 2003 Urban Plan Map of Tyre, they illustrate the same set of values on the basis of which the property was inscribed. Therefore it cannot be argued that the boundaries of the archaeological areas as delineated in this map would represent a significant modification to the property.

In conclusion, ICOMOS considers that the current proposed adjournment of the 2010 retrospective boundary clarification does not appear sufficiently well-grounded to justify at this stage the reconsideration of the map submitted in 2010, in the absence of an archaeological map illustrating the existing remains and areas with potential archaeological interest known at the time of inscription.

#### Item 2

On the basis of the rationale described above, the State Party has proposed a new boundary clarification, opting for a tight delineation of the property limits for practical reasons, since it would ease its management considerably. However the State Party also admits that the attributes included within would not reflect adequately the OUV of the property or support a comprehensive management of the setting of the site.

Therefore, assuming the new formulated boundaries to be the result of a correct process of boundary clarification, the State Party proposes a minor boundary modification

through which the property limits would be modestly adjusted to include, at the Al Bass site, the empty plots eastwards and westwards of the hippodrome and the Phoenician necropolis area located N-E of the necropolis, and, at the City site, the Islamic and Christian cemeteries located in the S-W of the peninsula as well as the underwater archaeological remains located in the immediate vicinity of the southern coast of the Tyre peninsula.

The State Party observes that if the Outstanding Universal Value of Tyre resides in the fact that it was a Phoenician metropolis and a famous maritime and land commercial centre, then the Phoenician and Hellenistic periods are under-represented by the physical attributes included within the property, therefore it proposes this minor boundary modification to include elements that would enhance the integrity of the site and contribute to its preservation.

The State Party admits that, although the inscribed property should encompass as many attributes illustrating the OUV of the property as possible, the current situation would not allow a proper response to the retrospective Statement of OUV and the recommendations of the World Heritage Committee. According to the State Party, the extension of the property boundaries to include a wider area than the one presented in the current request would complicate its protection and management, due to the lack of adequate resources to ensure the proper function of the management system and the adequate protection and management of a much extended property.

The State Party assumes that the World Heritage boundary can be extended gradually in the future when the local conditions will support such a step and the responsibility for the management of the site can be shared with various stakeholders.

The State Party therefore has defined guiding principles that shall determine the process of modification/enlargement of the tight boundary based on the availability of resources to manage the site: responding to the World Heritage Committee recommendations, delineating boundaries that do not, in the current situation, increase the management burden on the local and national authorities, , but allow future improvements, ensuring the better representation of other attributes of the OUV.

On the basis of these general guidelines, the State Party has put forward the proposal for minor boundary modification described above.

ICOMOS notes firstly that the boundary of the property following the minor modification proposed would encompass an area smaller in size compared to the one outlined in the 2003 Urban Plan Map submitted by the State Party in 2010. The rationale adopted by the State Party in defining the boundaries of the inscribed property is to reduce it to a size which is manageable with the current, largely insufficient, human and financial resources.

In ICOMOS' view, the property boundary should include all components, above and below ground, demonstrating relevant functional relationships and features which contribute to the OUV of the property, based on the knowledge and understanding of archaeological and historical topography, that takes into account the initial situation of Tyre as a Phoenician metropolis and its subsequent transformations. To this end, the State Party should somewhat increase the resources available and pursue a programme of actions that may lead to adequate management at least in the long term.

As for the proposed boundary modification on the mainland, ICOMOS observes that archaeological areas known as tell el-Maachouk, tell Chaouâkir, tell el Rachîdîyé and Ras el-Aïn are to be considered as essential components of ancient Tyre, in that they have been indicated as the possible mainland locations for the Phoenician Paleo-Tyre settlements and therefore it would be logical to include them in the property boundary, to reflect the recently adopted retrospective Statement of OUV.

ICOMOS additionally notes that the new delineation of the marine boundary for the City site is drawn arbitrarily, with inadequate consideration of the most up-to-date research. In this regard, it should be highlighted that the State Party has developed a proposal for establishing a Marine Protection Zone based on the latest underwater and geomorphological investigations which is articulated in four different types of protection zones and include, as the most protected one (Marine Archeology Protection Area), a much different and wider area than the one proposed for sea-ward extension in the current minor boundary modification proposal. ICOMOS observes that the perimeter of the Marine Protection Zone identifies a more logical area for the extension of the property and for the establishment of a marine buffer zone.

Furthermore ICOMOS regrets that the area of the so-called "Hiram site" lying as a continuation of the paved street from the Al-Bass site towards the historic city is not mentioned as an intended inclusion in the proposed modified World Heritage property. This area, securely fenced and owned by the State, contains the remains of an impressive medieval tower half buried and possibly on the foundations of even older structures. This tower still holds undisturbed archaeological strata and bears therefore a historic testimony reaching back possibly several millennia. The site is not even marked on the attached maps, nor are the remains of the impressive Christian basilica accidentally discovered in 1997 and reburied in 2003. Similarly, ICOMOS further notes that the surviving vestiges of the aqueduct eastward of the Al Bass site have not been considered for inclusion in the proposed extension.

ICOMOS considers that the present proposal for minor boundary modification is not convincing and not sufficiently well-grounded to be justified: a number of known features conveying the Outstanding Universal Value of the property have not been included within the

modified boundary of the property nor has their future inclusion been envisaged.

### Item 3

The State Party has also submitted a proposal for creating a buffer zone to the modified property encompassing the entire cadastral zone of Tyre, and some parcels belonging to Burj el Chemali cadastral zone east of Tyre.

The buffer zone is proposed with the purpose of protecting the integrity of the property by assigning strict regulatory measures concerning new development in its vicinity or in areas containing existing archaeological deposits and/or potential attributes with strong historical and physical relationships with those of the inscribed property but extending beyond its limits.

According to the State Party, the ideal rationale for establishing a buffer zone should be: including areas excluded from the proposed modified boundary of the property due to their degradation and compromised integrity, integrating other areas which are critical for achieving effective protection to the modified property, and including the main known archaeological elements or areas with high potential for future research which have not been included in the proposed modified boundaries. This approach would allow the State Party to exert an improved control over the entire archaeological compound.

However, the State Party adds that it is necessary to adopt a realistic approach for the definition of the buffer zone to ensure effective protection and therefore it should primarily fit with the capacity of the local authorities to manage the area; its boundary should be clear, logical and manageable; regulations and policies in place should be practically applicable or enforced properly. The State Party concludes that defining a buffer zone encompassing many municipalities would not benefit the World Heritage property.

The State Party has applied a SWOT analysis to evaluate the delineation of the boundaries for the buffer zone and of the proposed minor boundary modification by taking into account both the knowledge of the archaeological values and potential of Ancient Tyre and the internal and external factors that may hinder the definition of the ideal buffer zone for the property.

The proposed buffer zone therefore encompasses the entire cadastral zone of Tyre and includes the Old City and the Fishing Harbour, the modern town of Sour and Hamra Street, areas surrounding the Al Bass camp, Tell Al Maachouk and the Al Chawakir area.

ICOMOS notes firstly that, according to the principles laid down by the State Party to define the buffer zone, the reasons for the exclusion of adjacent municipalities do not appear to be comprehensible, given that their territory includes archaeological remains or areas with

archaeological potential, or building activity regulations within their jurisdiction, which may contribute to the maintenance of the integrity of the World Heritage property.

ICOMOS also notes that the results of the SWOT analysis as presented by the State Party do not allow understanding of how they have been achieved.

ICOMOS further observes that it is not clear whether the existing remains of the Roman aqueduct are included within the proposed buffer zone since all the known archaeological elements are not identified on the map submitted with the minor boundary modification dossier.

Moreover, the entire dossier for minor boundary modification does not mention anywhere the impacts on the World Heritage property and the proposed buffer zone of the highway passing adjacent to Tell Maachouk, along the border between the cadastral zones of Tyre and Burgh El Chamali.

ICOMOS also notes that no marine buffer zone has been proposed, although the establishment of a Marine Protection Zone by the State Party, which may act as an adequate buffer for the underwater archaeological remains, is currently in progress and a request for approval has been sent to the Council of Ministers.

In conclusion, ICOMOS considers that the proposed buffer zone seems to only follow administrative boundary logic, with insufficient consideration of the functional relationships among the unearthed and buried remains / areas in the setting and the property. Although the State Party has described comprehensively the legal and planning provisions/mechanisms in force for the protection and management of the property and its buffer zone, no clear indication is provided on how the buffer zone would function in contributing to the protection and sustainment of the OUV of the property, nor how the relevant stakeholders are involved.

### 3 ICOMOS Recommendations

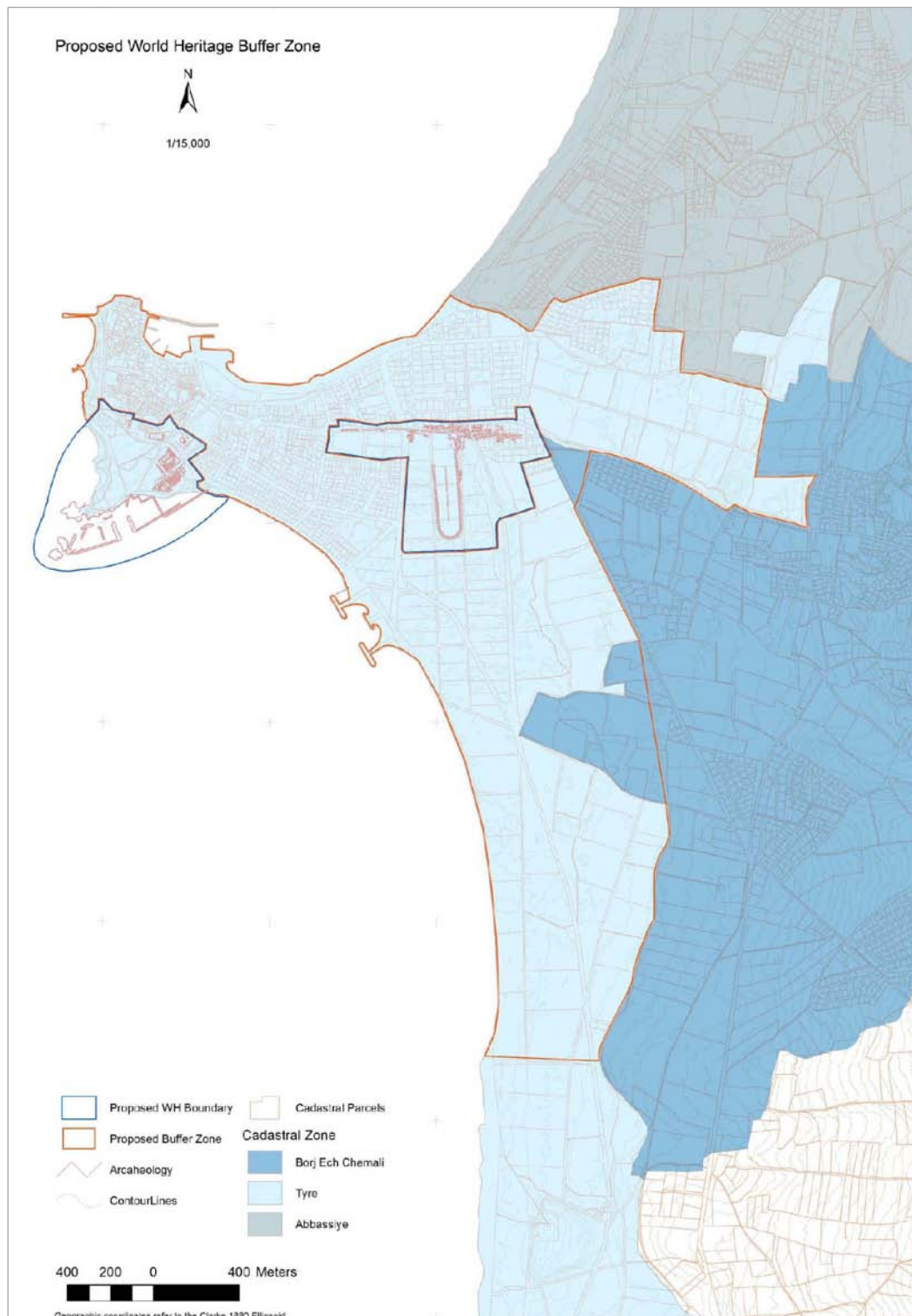
ICOMOS recognises the efforts made by the State Party to elaborate this minor boundary modification request. In particular, ICOMOS commends the State Party for the remarkable description of the legal and management framework in place, with a complete compilation of all decisions and acts.

However, ICOMOS considers that the boundary clarification proposed by the State Party does not appear sufficiently well-grounded to justify at this stage the reconsideration of the map submitted in 2010, in the absence of an archaeological map indicating the physical remains and archaeological areas known at the time of inscription and based on the scientific literature existing at the time.

#### Recommendations with respect to inscription

ICOMOS recommends that the examination of the proposed minor modification to the boundary and buffer zone for Tyre, Republic of Lebanon, be **referred back** to the State Party in order to allow it to:

- Consider including in the property the underwater archaeology following the boundary of the Marine Archaeology Protection Area of the Marine Protection Zone (MPZ), in process of approval, as well as the tower remains located along Hamra Street, the reburied remains of the Byzantine basilica and of the aqueduct;
- Develop a comprehensive and updated archaeological map indicating the physical remains and the areas with archaeological potential, according to the results of the most recent investigations, and the designated protected zones, which could act as a reliable reference for any minor boundary modification;
- Consider the creation of a marine buffer zone on the basis of the marine Buffer Protection Zone (MB), the Coastal Protection Area (MC) and the Marine Environment Protection Area (ME) of the MPZ;
- Prepare a map for the District of Tyre to include adjacent municipalities, the territory of which has yielded archaeological findings or possesses archaeological potential, and depict existing remains and areas as well as enforced protection regimes according to the legal and planning provisions, as a basis for the elaboration of a buffer zone which is functionally related to the property and may therefore contribute to sustaining its OUV and protecting its integrity;
- Provide detailed information on how the buffer zone would function in contributing to the protection and sustainment of the OUV of the property and how the relevant stakeholders are involved.



Map showing the revised boundaries property and the proposed buffer zone

---

# Hill Forts of Rajasthan (India) No 247rev

---

## Official name as proposed by the State Party

Hill Forts of Rajasthan

## Location

District of Chittorgarh, City of Chittorgarh; District of Rajsamand, City of Kumbhalgarh; District of Sawai Madhopur, City of Sawai Madhopur; District of Jhalawar, City of Jhalawar; District of Jaipur, City of Jaipur, District of Jaisalmer, City of Jaisalmer, State of Rajasthan  
India

## Brief description

Within the State of Rajasthan, six extensive and majestic hill forts together reflect the elaborate, fortified seats of power of Rajput princely states that flourished between the 8<sup>th</sup> and 18<sup>th</sup> centuries and their relative political independence.

The extensive fortifications - up to 20 kilometres in circumference - exploit the contours of the hills, and specifically the river at Gagron, the dense forests at Ranthambore, and the desert at Jaisalmer.

Within their defensive walls, the distinctive architecture of palaces and other buildings reflects their role as centres of courtly culture, and places of patronage for learning arts and music. As well as housing for the court and military guard, forts included urban settlements (some of which have survived), and some had mercantile centres reflecting the trade that underpinned their wealth. Most of the forts had temples or sacred buildings, some pre-dating the fortifications and outliving the Rajput kingdoms. And collectively the forts contain extensive water harvesting structures, many of which are still in use.

## 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 six *sites*.

## 1 Basic data

### Included in the Tentative List

13 December 2010

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

None

## Date received by the World Heritage Centre

1 February 2011

31 January 2013

## Background

This is a referred back nomination.

At its 36<sup>th</sup> session (St Petersburg, 2012), the World Heritage Committee, adopted the following decision:

Decision: 36 COM 8B.22

*The World Heritage Committee,*

1. *Having examined Documents WHC-12/36.COM/8B and WHC-12/36.COM/INF.8B1,*

2. *Refers the nomination of the Hill Forts of Rajasthan, India, back to the State Party, in order to allow it to:*

a) *Provide a more detailed approach for the selection of the components to show that they present the various categories of Rajput military architecture in the whole range of the Rajput kingdoms' physiographical terrain,*

b) *Provide more information on management of the five components under the Fort Apex Advisory Committee and the overarching authority for the serial nomination;*

3. *Recommends that the State Party requests an advisory mission to the site or discusses other forms of dialogue to encourage the upstream process which is essential for this nomination.*

An ICOMOS Advisory Mission visited Rajasthan from 23 to 26 November 2012.

## Consultations

ICOMOS consulted its International Scientific Committee on Fortifications and Military Heritage as well as several independent experts.

## Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 23 August to 2 September 2011.

## Additional information requested and received from the State Party

For the initial nomination, ICOMOS sent a letter to the State Party on 9 September 2011 requesting additional information with regard to the justification for the serial approach and selection of sites, the justification for criteria (ii), (iii) and (iv), the definition of boundaries and buffer zones, as well the overall management framework. The State Party provided additional information in response to the questions raised on 24 October 2011, which is included under the relevant sections below.

For the revised nomination, ICOMOS sent of letter to the State Party on 18 February 2013 requesting further information on Jaigarh Fort. The State Party provided additional information on 28 February 2013 and this is included in this report.

## Date of ICOMOS approval of this report

6 March 2013



## 2 The property

### Description

The Hill Forts of Rajasthan are presented as a serial nomination of six sites located on rocky outcrops of the Aravallis mountain range in the south-eastern part of Rajasthan and in the desert of western Rajasthan. They represent Rajput military hill architecture, which optimises the defensive properties of the terrain. All six properties share multi-gated approaches, which provide access through massive and often high fortification walls, as well as central palace areas, temples, memorials and water reservoirs within the inner boundaries.

The property consists of:

- Chittorgarh Fort
- Kumbhalgarh Fort
- Ranthambore Fort
- Gagron Fort
- Amber Fort
- Jaisalmer Fort

The six component sites are described in turn below to demonstrate how each contributes to the series as a whole.

- Chittorgarh Fort

Chittorgarh Fort, on its isolate rocky plateau, rising 500 feet above the plain, developed between the 8<sup>th</sup> and 16<sup>th</sup> centuries. Its defensive structures reflect the re-building necessitated by the many military campaigns of its rulers against western invaders and the Mughal Empire.

The extent to which it displays building that reflect its role as a centre of power make it distinctive from the other forts. As the former capital of the Sisodia clan and the target of three famous historical sieges, the site is strongly imbued with associational values attaching to Rajput history and folklore. Furthermore the sheer number and variety of architectural remains of early date (ranging from the 8<sup>th</sup> to the 16<sup>th</sup> centuries) mark it out as exceptional, with only a few Indian forts that are comparable.

Its fortifications are now considered to be one of the finest Hindu defence systems to survive in any degree of completeness. The initial walls were constructed in the 13<sup>th</sup> century AD. Their current planning reflect the ideas of the Rana Kumbha (1433-1468), the ruler of Mewar state, who, with his artisan Mandan, established guidelines for Rajput fortifications.

The ascent to the fort passes through seven gateways, partly flanked by hexagonal or octagonal towers, and all protected by enclosing defensive walls. The gates are known as the Paidal Pol, Bhairon Pol, Hanuman Pol, Ganesh Pol, Jorla Pol, Laxman Pol, and Ram Pol, the final and main gate.

Within the walls are the extensive remains of several palaces.

Rana Kumbha Mahal, the palace of Rana Kumbha, was constructed in the 15<sup>th</sup> century and enlarged several times. It now incorporates the Kanwar Pade Ka Mahal (the palace of the heir), the later three storey palace of the poetess Mira Bai (1498-1546), and the Ratan Singh Palace (1528-31). The stone palaces are decorated with turrets, balconies and verandas with balustrades.

Two of the last buildings to be constructed in the 16<sup>th</sup> century before the Sisodias lost the fort were the Patta and Jaimal Havelis.

In the early 19<sup>th</sup> century the Padmini Palace, named after the wife of a mid-13<sup>th</sup> century ruler, was re-constructed. It overlooks a large reservoir in the centre of which is a pleasure pavilion. At the end of the 19<sup>th</sup> century, the large Fateh Prakash palace, also named Badal Mahal (1885-1930), was constructed in the Mewar/British style.

Besides the palace complex, located on the highest and most secure terrain in the west of the fort, there are many temples such Kumbha Shyam Temple, the Mira Bai Temple, the Adi Varah Temple, and the Shringar Chauri Temple.

Although the majority of temple structures represent the Hindu faith, most prominently the Kalikamata Temple (8<sup>th</sup> cent.), the Kshemankari Temple (825-850) the Kumbha Shyam Temple (1448) or the Adbuthnath Temple (15<sup>th</sup>-16<sup>th</sup> cent.), the hill fort also contains Jain temples, such as Shringar Chauri (1448) and Sat Bis Devri (mid 15<sup>th</sup> cent.) Also the two tower memorials, Kirti Stambh (13<sup>th</sup>-14<sup>th</sup> cent.) and Vijay Stambh (1433-1468), are Jain monuments. They stand out with their respective heights of 24m and 37m, which ensure their visibility from most locations of the fort complex.

The forts has 85 historic water structures of which 20 are still functioning, including three water tanks dating from the 7<sup>th</sup> century.

Finally, the fort compound is home to a contemporary municipal ward of approximately 3,000 inhabitants, which is located near Ratan Singh Tank at the northern end of the property.

The site extends to 305 hectares with a buffer zone of 440 hectares.

- Kumbhalgarh Fort

Located in the district of Rajsamand, at an altitude of 1,100m above sea level, Kumbhalgarh Fort controlled the key border crossing between the Mewar and the Marwar territories.

The walls of Kumghalgarh extend to 20km in length, making them the longest in India and the third longest in the world.

Its distinctive contribution to the series arises from it having been constructed in a single process and (apart from the palace of Fateh Singh, added later) retains its

architectural coherence. Its design is attributed to an architect known by name – Mandan – who was also an author and theorist at the court of Rana Kumbha in Chittorgarh.

Like Chittorgarh, Kumbhalgarh Fort was also built under the rule of Rana Kumbha and is equally accessed through a series of seven gateways, here named Aret Pol, Halla Pol, Hanuman Pol, Ram Pol, Vijay Pol, Nimboo Pol and Bhairon Pol. Only six of these gates are located inside the property boundaries; Halla Pol is situated in the buffer zone.

The outer walls of Kumbhalgarh Fort were constructed between 1443 and 1458, on the base of pre-15<sup>th</sup> century wall structures. The complete perimeter extends to a length of 14km, most of which consists of ramparts between 3-5m in height, enforced by circular structures constructed in rubble and brick masonry laid in lime mortar, which are plastered in some parts. All gates leading towards the palace compound on the western side of the fort are roofed and flanked by additional structures. Characteristic elements of Mewar defensive access are the zigzagging turns of the pathway between the gates, the small side cells and chambers for guards, as well as the trabeated stone construction of the gates.

The palace area consists of the Kumbha Mahal (1443-1468), integrating both men's and women's apartments, and the much later Badal Mahal (1884-1930), built under Rana Fateh Singh, which occupies the highest point of Kumbhalgarh Fort. It also includes memorials and, pleasure pavilions in the historic gardens.

Among the religious structures are Hindu and Jain temples of different periods, ranging from the earlier, such as the Mataji Temple from the 13<sup>th</sup> century, to later examples such as the temples of the Golera, a group of Hindu and Jain temples constructed up until the 18<sup>th</sup> century.

The fort had an ingenious water system and several reservoirs and tanks survive such as the Badva Bund, a 15<sup>th</sup> century dam, and the Langan Baori, a 15<sup>th</sup> century step-well.

Kumbhalgarh is currently inhabited by approximately 300 persons, who inhabit five rural houses near the Golera Temples and a recent Muslim community settlement, which has developed around the main entrance to the fort.

The nominated area extends to 268 hectares and has a buffer zone of 1,339 hectares.

- Ranthambore Fort

Ranthambore Fort's distinctive contribution to the series arises from it being the only forest fort included in the nomination. Located on Thambhor Hill, the fort stands guard over the Jaipur Rajput Maharaja's former hunting grounds, in what is nowadays the Ranthambore National Park. Three large lakes, the Padam Talab, Malik Talab and Raj Bagh, are visible from the fortification walls and

contribute to a landscape of forests with aquatic vegetation, which is the habitat of the Indian Tiger. The dense jungle in all directions from the fort constituted an added defence feature, a key characteristic of the Rajput forest forts. The density of the vegetation also contributed to the visual protection of the fort, which is hardly visible at a distance.

The surrounding ramparts are adapted to the natural features of the hill crest, which at times rises vertically above the valley and required only minimal additional defences. Where necessary strong rampart walls with circular enforcements were built upon the hill side, and often contain square loopholes designed for firearms.

The main approach to the fort is from the north via stairs cut into the rock. Within a circumference wall of 5.4km, are four gates called Naulakha Pol, Hathhi Pol, Ganesh Pol and Andheri Pol. Following the zigzag ascent, the final gate leads into the palace area, beyond which are further temples, shrines, *chattris* and other walled enclosures.

In contrast to the western location of the palace area in the other forts, the residential and official structures are here located in the centre of the compound. Hammir Mahal (1281-1301) and Rani Mahal (1283-1381) are the dominant parts of the Hindu-style palace area, which was expanded by additions in the 17<sup>th</sup> and 18<sup>th</sup> centuries, such as Supari Mahal or Dulha Mahal.

The remains of the palace of Hammir are amongst the oldest surviving structures of any Indian palace.

Significant features in Ranthambore Fort are the *chattris* and pleasure pavilions added in the 18<sup>th</sup> century, such as Battis Khamba Chattri. Little evidence is left of what must have been significant historic garden structures, but the horticulture department of the Archaeological Survey of India (ASI) is investigating opportunities to redevelop these.

Among the religious structures are Hindu temples founded as early as the 5<sup>th</sup> century (Ganesh Mandir) but also the remains of a mosque and a Muslim burial site dating to the 13<sup>th</sup> or 14<sup>th</sup> century.

Ranthambore Fort covers an overall area of 102 hectares and has a buffer zone of 372 hectares that includes the entire hill on which the fort stands along with surrounding water bodies of the Padam Talav, Malik -Talav and Raj Bagh visible from the north eastern edge of the fort.

- Gagron Fort

Gagron Fort is located approximately 10km north-east of Jhalawar, at the confluence of the Ahu River and the Kali Sindh River.

Its distinctive contribution to the series arises from it being the only river-protected fort included in the nomination. In addition, its strategic location on a pass in the hills gave it enhanced significance in the control of trade routes.

The fort covers the entire stretch of a plateau on a steep outcrop of the Vindhyan Hill Range.

The main access to the fort is from the northern side via a steep passage through two gates. The fortifications consist of two walls, an outer wall which loops into a major rampart at the rear and an inner fortification wall, which is interspersed with circular enforcements and crowned with large crenellations. The ramparts rise up 10-15m above ground, with the circular corner defences reaching 25m in height. The inner wall compound is accessed via an ascending route through a simple opening in the south-eastern wall, which leads directly to the outer wall over the river. On the river side, the hill top is defended by the vertical Gidh-karai (vulture's cliff) of 93.6m height. It makes the fort inaccessible and was also used as place for executions.

The typology and architectural style of Gagron Fort is representative of the Doda and Khinchi Rajput military architecture of the 12<sup>th</sup> century. The access to the palace area leads through a succession of courts and temples which are outside of the inner enclosure.

The palace area itself, located in the north-west of the inner enclosure, predominantly consists of 18<sup>th</sup>-19<sup>th</sup> century structures, like the Sheesh Mahal of the Jhala Rajputs or the Zenana and Mardana Mahal, with its foliated ornamentation and arched openings of Zalim Singh Jhala's time (19<sup>th</sup> cent.).

Further structures are the Hindu Vaishnava Temple called Madan Mohan (18<sup>th</sup>-19<sup>th</sup> cent.), the Hindu Hanuman Temple and the Muslim shrine, the Dargah (16<sup>th</sup> cent.).

As in the forts previously described, Gagron Fort also includes memorials, water reservoirs and wells as well as storage buildings and habitations. At present, the fort has approximately 300 inhabitants.

The fort covers 23 hectares and is surrounded by a buffer zone of 722 hectares.

- Amber Fort

In a valley formed by the range of the Aravallis known as Kalikho Hills, Amber fort is situated below the hill fort of Jaigarh, to which it is strategically connected. The shared fortifications have gates in the four cardinal directions and include not only Jaigarh Fort but also Amber Palace, the village of Amber, Lake Maota and parts of the valley.

The distinctive contribution of Amber Fort is the representation of a key phase (17<sup>th</sup> century) in the development of a common Rajput-Mughal court style, embodied in the buildings and gardens added to Amber by Mirza Raja Jai Singh I. The gardens borrowed Mughal formal planning and superimposed it within the hilly terrain of a hill fort.

The nominated property covers Amber Palace, its gardens and Lake Maota, the connecting tunnel, with Jaigarh Fort, and the immediate fortification of Amber fort, including

cannon bases and bastions. Jaigarh Fort and the city wall (the front lines of fortifications) including observation posts are within the buffer zone.

The primary function of Amber Palace was as the seat of power of the Kachchwaha Rajputs and the capital of the Dhoondhar region of Rajasthan. The complex, which served residential, official and religious functions, is an example of a fortified Rajput palace structure, which in layout and architectural style is strongly influenced by Mughal architecture. The palace is built in a linear manner along an almost north-south axis, following the natural formation of the hill. All important residential and official functions are placed along its eastern side with views of the lake, while servants' quarters, storerooms and stables are oriented towards the west, facing the cliffs.

Amber Palace's ground plan follows the principle of increasing privacy via several courtyards which is so dominant in Mughal architecture. The first court, Jaleb Chowk, is directly entered via the winding, ascending path which leads through two gates from the lake to the palace. Its function was that of a forecourt, which served as an open space for large gatherings, parades and other festive events. Historically, functional buildings such as the record office, stables and staff residences were also located in this section. The second courtyard, Diwan-i-Am (1622-1667), was the court of the commoners and mostly used for public meetings. At its southern end, the imposing Ganesh Pol embellishes the passage towards the third court, the Diwan-i-Khas (1622-1667). This was the most important court in the political hierarchy and therefore the most formal and ornate. Decorated with mirror-work on the walls, columns of alabaster and intricate geometric patterns, this court was designed to impress visitors to Sawai Jai Singh's private audiences and residence. Water features, fountains and courtyard gardens created a pleasant local climate and intricate lighting arrangements enhanced by mirrored walls created a special after dark atmosphere. The fourth and southern courtyard, Man Singh Mahal (1589-1614), originally built by Raja Man Singh, was reserved for the women of the palace. It is divided into multiple smaller courts with separate residential units, each with an opening gate into the central court. From Suhag Mandir, a pavilion in this court, the female residents were able to observe the activities in the Diwan-i-Khas without being seen.

The Dalaram Ka Bagh and Ram Bargh gardens were constructed alongside the Maota Lake in 1664 AD by the order of Mirza Raja Jai Singh. It is commonly held that Dula Ram (or Dalaram) was one of the two main architect-artisans employed. They are along the lines of Mughal gardens laid out in a geometric Char Garh pattern with water channels. In the middle of the lake on an island is the Kesar Kyari terraced garden, also created by Mirza Raja Jaai Singh. It is now laid out in elaborate parterres beds.

A technical intricacy of Amber Palace is the hydraulic system which uses pulleys to lift collected rain water from Maota Lake into the palace. In a three-stage process the

water was first transported through clay pipes and stored, then lifted into upper tanks using pulleys and finally lifted with the help of a Persian wheel fitted with a number of earthenware buckets. The inhabitants therefore had the benefit of a continuous water supply, which during the colder months was heated in the hammam heating system. As the only water supply, the Maota Lake had a strategic function, which explains its inclusion within the fortification walls.

A 325 metre long tunnel connects Amber Palace to Jaigarh Fort. Amber Fort covers 30 hectares and has a buffer zone of 498 hectares including part of the Nahargarh Wildlife Sanctuary and the entire town of Amber located in the valley.

- **Jaisalmer Fort**

Jaisalmer is the only example included in the nomination of a hill fort in desert terrain. The extensive township contained within it from the outset, still inhabited today, and the group of Jain temples, make it an important (and in some respects even unique) example of a sacred and secular (urban) fort. The whole complex of fortifications palaces, temples and extensive urban dwellings reflects building between the 12<sup>th</sup> to the 18<sup>th</sup> centuries.

Jaisalmer sits on top of a triangular rock outcrop that rises 76 metres above the surrounding plain. It has a double line of fortifications, with a walkway between the two. The outer wall has 99 mostly circular bastions. The entire fortifications, and the sloping pitched retaining wall beneath them, are built of dry sandstone blocks. Originally, before the outer bastions were built, the inner bastions formed the defence wall of the Fort. Later, the inner bastions were absorbed into the residential quarters of the Fort.

Entry to the Jaisalmer Fort is through a single gateway, Akhey prole, beyond which are three other gateways, Suraj prole, Ganesh prole and Hawa prole, that have to be traversed to enter the inhabited upper sections of the Fort. Ganesh prole dates from 12<sup>th</sup>-13<sup>th</sup> centuries, reflecting the earliest period of development.

Within the fort the palaces lie around two sides of a square. Dating originally from the 13<sup>th</sup>-14<sup>th</sup> centuries, the palaces have continued to be extended until the 20<sup>th</sup> century with similar vibrant carvings as on the earlier buildings.

One temple, the Annapurna temple, dates to the earliest period of the Fort. The eight Jain temples were constructed between the 14<sup>th</sup> and 17<sup>th</sup> centuries. The oldest of these is Sh. Chintamani Parsavnath Jain Mandir, dating to 1389 AD. The Fort also includes three Hindu Vaishnava temples of which the oldest presently called the Ratneshwar Mahadeo temple, dates back to 1490 AD.

Off the royal *chowk* (square) that forms the heart of city, narrow alleys paved in stone lead to domestic houses which were originally formed into neighbourhoods. All

built in the same yellow sandstone as the walls, the larger houses, *havelis*, were embellished with intricately carved cantilevered balconies reflecting the wealth of their owners. Thirty-eight thousand people in some 460 households now live in this urban area and most are said to be descendants of the original settlers.

Seven wells within the Fort provided water to its inhabitants. However, the water from these wells was often brackish and saline and therefore could not be used for drinking purposes.

Jaisalmer Fort covers 8 hectares and is surrounded by a buffer zone of 89 Hectares.

### **History and development**

The Rajput clans were Hindu warrior clans that emerged in north western India around 7<sup>th</sup> – 8<sup>th</sup> century AD, after the decline of the Gupta, Maurya and Harshavardhana Empire. The Rajput clans formed a number of small kingdoms and acted as a barrier from invasions from Central Asia. They became vanguards of the Hindus in the face of Islamic onslaught throughout the Sultanate and Mughal period.

Of the Rajput clans, the Sisodias of Mewar are renowned for consistently resisting the rewards of succumbing to Mughal suzerainty. This political stance of the Sisodia Rajputs is clearly reflected in the fort architecture of Chittorgarh and Kumbhalgarh where planning, architectural form and styles exhibit Hindu traditions. The Kachchwaha Rajputs of Amber in contrast, aligned themselves with the Imperial Mughal rule with an evident adaptation of Mughal spaces and architectural styles in Amber though these ideas were embedded within the context of existing Hindu Rajput fort planning.

The nomination dossier provides detailed tabular information on the historic development of each fort, including the related ruling dynasties, architectural interventions and important events, as well as the more recent histories of archaeological and conservation activities. Each of the six component sites contributes a slightly different combination of key phases in building activity and military action, by which it is intended that together the properties display the architectural features of Rajput military defence over several centuries.

The oldest of the hill forts could be Kumbhalgarh, also known as Machchindrapur, where, following a local legend, a Jain Prince of the Maurya dynasty built a fortress around the 2<sup>nd</sup> century BC. However, the earliest archaeological evidence in Kumbhalgarh Fort dates to the 12<sup>th</sup> century, which is considerably later than the earliest findings at Chittorgarh and Ranthambore, which date to the 5<sup>th</sup> century. However, construction of the fortifications started later, firstly at Chittorgarh, where Chitrangad, also of the Maurya dynasty, erected a stronghold in the 7<sup>th</sup> century. In Ranthambore and Gagron, the earliest certain reference to fortification structures is from the 12<sup>th</sup> century, when Ranthambore was a well-established Jain holy site

and Gagron was being constructed by the Khinchi Chauhan Rajput Clan.

The Fort of Chittorgarh was expanded in the 13<sup>th</sup> and early 14<sup>th</sup> century, when it served as the capital of the Kingdom of Mewar under the Guhila Rajput dynasty. In 1336 AD the Sisodias of Mewar took the fort under their control and continued to use it as their capital. During the period of their influence, the Chittorgarh complex acquired the most important constructions still present today, including the existing Rajput palace structure, in particular during the reign of Rana Kumbha (1433-1468), who constructed amongst other things the Vijay Stambh (1440-1448) and the palace named after him. Also, Kumbhalgarh Fort displays evidence of the Sisodias of Mewar during the first half of the 15<sup>th</sup> century under the rule of Rana Kumbha, during which time many of its structures were built. This includes the walls, the gateways and several temples. Kumbhalgarh Fort also remained popular among Rana Kumbha's successors due to its strategic defensive function and was only ever captured once and for a short period by a general of Akbar in 1578AD. With this single short occupation, Kumbhalgarh has proven the most successful of the Rajput defence structures throughout its history.

Also, at Gagron Fort the ruler Rana Kumbha of Mewar left his mark, after the fort came under his control in 1439. Henceforth, it became the site of several battles between Mewar warriors and Mahmud Khilji, who took over the fort only to be defeated by the Sisodia Rajput ruler Rana Sanga soon after. Sanga held Gagron until 1532, when it was conquered by the ruler of Gujarat and held for 30 years, after which it was captured by the Mughal Emperor Akbar in 1561.

In Rathambore the earliest structures were destroyed during its sack in 1301 following Alauddin Khilji's victory. It was shortly after captured by the Sisodia Rajput of Mewar and expanded during the reigns of Rana Hamir Singh (1326-1364) and Rana Kumbha. In 1569AD Rathambore was captured by Akbar and thereby followed Chittorgarh Fort, which had already been lost in 1567AD. During this era, when all forts except Kumbhalgarh were under Mughal control, the construction of Amber palace in its surviving form was begun during the reign of the Kachchwaha ruler Bharmal (1547-1574), who had established a political alliance between the Kachchwaha Rajputs of Amber and the Mughal Empire. The expansion was continued by the following generations, most particularly under the Kachchwaha ruler Mirza Raja Jai Singh (1622-1667), who is credited with having laid out the entire ground plan of Amber Palace.

Under Mughal rule, the Rajput signed peace treaties which also contained clauses regarding their responsibility over the forts, such as a treaty with the Mughal Emperor Jehangir, which returned Chittorgarh Fort to the Sisodias but prevented them from undertaking any repairs or constructions. Other forts were granted as feudal estates to the allies of the Mughal rulers, such as Ranthambore to Sawai Madho Singh (1753) and Gagron was awarded to

Maharao Bhim Singh, the ruler of Kota, from the Hada Clan of the Rajput.

Following the weakening of the Mughal imperial powers, which were faced with several famines and internal disputes, the Sisodias signed a subsidiary alliance treaty with the East India Company in 1818. This constituted the basis for new construction and restoration activities, which were initiated for example at Chittorgarh and Kumbhalgarh. Finally, following the independence of India in 1947, the forts became the public property of the Rajasthan State government and were designated as monuments of either national or state importance. Since then, an impressive number of excavations and conservation works have been carried out.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The nomination dossier proposes six hill forts in Rajasthan, which represent Rajput military strongholds across what is described as a vast range of geographical and cultural zones. Emphasis is given to hill forts, one of the four fort categories of importance in Rajput military architecture, which is based on descriptions in ancient Hindu treatises like the third book of the *Arthashastra*, Hill Forts were considered to be the most superior form of military architecture. The hill forts selected also reflect the three other categories of water, forest and desert forts.

The architecture of Rajput forts in terms of their fortifications is not unique. However what is being nominated is more than the fortifications. Rather it is the complexes of fortifications together with the buildings inside the walls that reflect their function as seats of power. The forts were large and accommodated not only garrisons, but the ruling families and their retainers, an urban population engaged in trade, and temples and water harvesting facilities to underpin long-term settlement. They are in effect fortified towns.

The comparative analysis thus considers this combination of hill fortifications and urban ensembles as a reflection of the power and influence of the Rajput Kingdoms that flourished between the 12<sup>th</sup> and the 18<sup>th</sup> centuries.

In the international context, the forts are compared as a group to other groups of hill forts. The nominated property is compared to existing archaeological properties, such as the Hill forts within Kernavė Archaeological Site, Lithuania (2004, (iii), (iv)), the Dacian Fortresses of the Orastie Mountains, Romania (1999, (ii), (iii), (iv)), or the Parthian Fortresses of Nisa, Turkmenistan (2007, (ii), (iii)). Equally, fort groups which still exist in their full historic monumental scale were compared, such as Three Castles, Defensive Wall and Ramparts of the Market-Town of Bellinzona, Switzerland (2000, (iv)), the Castles and Town Walls of King Edward

in Gwynedd, UK (1986, (i), (iii), (iv)), or the Forts and Castles, Volta, Greater Accra, Central and Western Regions, Ghana (1979, (vi)).

ICOMOS considers that the comparison to other groups of hill forts has limited the capacity to compare all typologically relevant examples on the World Heritage List, as many of these were inscribed singly as the most exceptional examples of a group of fortifications. Such examples include Bahla Fort, Oman (1987, (iv)), or Rohtas Fort, Pakistan (1997, (ii), (iv)).

At a national level, the range of fortifications that were strongholds of local clans or larger empires through history can be divided into ancient fortified cities, medieval forts and post medieval European forts. Consideration of these reveals that the earliest fortified cities dating from around 4<sup>th</sup> century BC are now ruined, while the post medieval European forts are mostly coastal and of simple design.

Much more valid are the comparisons with medieval forts. There are hundreds of these mostly stone forts across India, the majority of which are related to the dominant rule of the Sultanate at Delhi, and the later imperial rule of the Mughals.

During the period between the 14<sup>th</sup> and early 16<sup>th</sup> century, with the weakening of the Delhi Sultanate and its withdrawal to the Ganges plain, much of the country became divided into kingdoms such as the Rajput kingdom, Malwa (Mandu), Gujarat (Anhilwada Patan and later Ahmedabad), Sorath, Khandesh (Burhanpur), Vijaynagar, Bahmani Kingdom, Gondwana, Bengal and Orissa, some of which built their own extensive fortifications.

Of these, most were Islamic kingdoms displaying essentially Islamic (Persian) architecture with integrated regional craftsmanship. Only Vijaynagar and the Rajput Kingdoms were Hindu holdings. Though Vijaynagar had an exemplary palace complex (16<sup>th</sup> century) and other significant Hindu structures, there is no evidence of a hill fort.

The emergence of the Mughal Empire had an impact on stylistic development of forts and palaces across the country between the 16<sup>th</sup> and 18<sup>th</sup> centuries.

The analysis provides detailed comparisons between the Rajput Forts and the various other forts that are grouped into Sultanate forts, Southern Kingdoms forts, Mughal forts, Maratha forts, Sikh forts, Northern forts and Eastern forts. This demonstrates how the Rajput Forts reflect the strong cultural identity of Rajasthan as the land of Rajputs, which clearly differentiates them from the forts of other states such as Madhya Pradesh, Uttar Pradesh and Gujarat and from the forts of the Delhi Sultanate and the Mughal Empire as well as from later post –mediaeval forts.

Within Rajasthan, there are more than a hundred forts/fortresses/castles and watch posts of varying scale, proportion and significance. Of these, 54 forts are considered to have the key characteristics of Rajput military architecture – that are designed as citadels for defence and shelter – and 24 to have significant military defences. This list is refined further to consider which sites are associated with success at famous battles, and which reflect Rajput patronage of art, religion, music and literature.

The analysis clearly differentiates Rajput forts from other mediaeval Indian forts and also justifies the choice of six Rajput sites for the way each contributes to the value of an overall series.

---

ICOMOS considers that the comparative analysis does justify consideration of this serial property for the World Heritage List.

---

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

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

- The six hill forts represent the whole range of Rajput hill forts in terms of their physiographical terrain, encompassing mountains, forests, water and desert forts;
- The six forts are exceptional examples of centres of Rajput power and control, are reflections of courtly culture and patronage of arts and music, their mercantile business that formed the basis of their wealth, and strong sacred associations;
- The forts, many of enormous size, display large complex fortifications, palaces, temples, urban centres and water harvesting facilities;
- The forts, together with the palaces and other buildings they contain, all embody this power and courtly culture in Rajput architecture. Rajput architecture was eclectic (drawing inspiration from antecedents and neighbours) together with its degree of influence over later regional styles (such as Maratha architecture) do make it distinctive;
- Together the six forts comprise a complete and coherent group that manifest all these facets and each fort reflects one or more of them in an exceptional way;
- *Chittorgarh*. As the former capital of the Sisodia clan and the target of three famous historical sieges, the site is strongly imbued with associational values attaching to Rajput history and folk lore. Furthermore the sheer number and variety of architectural remains of early date (ranging from the 8<sup>th</sup> to the 16<sup>th</sup> centuries) mark it out as a site of exceptional importance, with only a few Indian forts that are comparable.
- *Kumbhalgarh*. Its distinctive contribution arises from it having been constructed in a single process and (apart from the palace of Fateh Singh, added later) retains its architectural coherence. Its design is

attributed to an architect known by name – Mandan – who was also an author and theorist at the court of Rana Kumbha in Chittor (another fort in the series). This combination of factors is highly exceptional.

- *Ranthambore*. Its distinctive contribution arises from it being the only forest fort included in the nomination. In addition, the remains of the palace of Hammir – if taken to be authentic – are among the oldest surviving structures of an Indian palace.
- *Gagron*. Its distinctive contribution to the series arises from it being the only river-protected fort included in the nomination. In addition its strategic location in a pass in the hills gave it enhanced significance in the control of trade routes.
- *Amber*. is the representation of a key phase (17<sup>th</sup> century) in the development of a common Rajput-Mughal court style, embodied in the buildings and gardens added to Amber by Mirza Raja Jai Singh I.
- *Jaisalmer*. is the only example included in the nomination of a hill fort in desert terrain. The extensive township contained within it from the outset, still inhabited today, and the group of Jain temples, make it an important (and in some respects even unique) example of a sacred and secular (urban) fort.

ICOMOS supports this justification. However it also considers that Amber Fort needs to be extended to include the outer fortifications of Jaigarh Fort to which it was militarily linked to allow it fully reflect Rajput military planning.

### **Integrity and authenticity**

#### **Integrity**

The integrity of the serial property is judged in relation to the ability of the components to cover all attributes needed to express the Outstanding Universal Value suggested by the State Party. With regard to the individual components, integrity is expressed in the completeness and adequacy of size of the component to represent the relevant contribution to the overall Outstanding Universal Value.

As a series, ICOMOS considers that the six components together form a complete and coherent group that amply demonstrate the attributes of OUV as defined, without depending on future additions to the series.

When considered as individual components, Chittorgarh and Ranthambore include all relevant elements to present their local, fort-related significances. However, ICOMOS is concerned about the surrounding development and industrial activities around Chittorgarh Fort, in particular the pollution and landscape impact of the nearby quarries, cement factories and zinc smelting plants, which, if continued or even expanded, have the potential to adversely affect the property.

For Amber and Kumbhalgarh Fort, ICOMOS considers that the strategic functions and evolutions of Rajput military architecture cannot be understood outside of the

full context of their military defence structure. For Amber this context includes the outer fortification walls with Jaigarh Fort, and for Kumbhalgarh Fort the outer gate of Halla Pol should be included.

#### **Authenticity**

Authenticity of the serial property relates to the ability of the serial group to convey the Outstanding Universal Value as nominated. With regard to the individual site components, authenticity relates to their ability to exhibit the historic context, built form and function, as well as setting and other components in relation to the overall Outstanding Universal Value.

As a series, ICOMOS considers that the six sites have the capacity to demonstrate all the outstanding facets of Rajput forts between the 8<sup>th</sup> and 18<sup>th</sup> centuries, and each of the sites is necessary for the series.

With regard to the individual structures, ICOMOS regrets that the original exterior plaster at Amber Fort and Gagron Fort has been removed and entirely replaced, which has caused a loss of the historic material and patina. ICOMOS further notes that some remote parts of the larger forts, in particular Chittorgarh and Kumbhalgarh Forts, contain structures in a state of progressive decay, which are in the process of losing their authenticity in material, substance, workmanship and design. To reverse this trend, ICOMOS recommends launching immediate action to prevent further decay or even collapse of some structures, such as Suraj Devri Temple, the small temple near Mamadeo Baori, some parts of Kumbha Mahal and some temples of the Golera group.

---

In conclusion, ICOMOS considers that the conditions of integrity and authenticity of the series have been met, but are to a degree vulnerable.

---

#### **Criteria under which inscription is proposed**

The serial nomination of six sites is nominated on the basis of cultural criteria (ii), (iii), and (iv).

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

This criterion is justified by the State Party on the grounds that the Hill Forts of Rajasthan exhibit an important interchange of Princely Rajput ideologies in fort planning, art and architecture from the early medieval to late medieval period within the varied physiographic and cultural zones of Rajasthan. The forts trace the development of Rajput architecture and technology, monumental arts and landscape design that subsequently influenced the architectural development in Rajasthan and Central India for centuries.

ICOMOS considers that although Rajput architecture shared much common ground with other regional styles,

such as Sultanate and Mughal architecture, it was eclectic, drawing inspiration from antecedents and neighbours, and had a degree of influence over later regional styles such as Maratha architecture. ICOMOS thus supports this justification subject to the fort at Amber being extended to include Jaigarh.

---

ICOMOS considers that this criterion has been justified for the series presented.

---

*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 Hill Forts of Rajasthan are an exceptional testimony to the Rajput cultural tradition and the socio-economic strata of Rajasthan. These forts are architectural manifestations of Rajput valour, bravery, feudalism and cultural traditions documented in several historic texts and paintings of the medieval and late medieval period in India. The six components bear an exceptional testimony to the cultural traditions of the ruling Rajput clans and to their patronage of religion, arts and literature in the region of Rajasthan over centuries.

ICOMOS considers that the series of massive hill forts is an exceptional testimony to the cultural traditions of the Rajput States in relation to the way they reflect the tradition of enclosing extensive areas with elaborate fortifications to protect not only garrisons for defence, but also palatial buildings, temples, and urban centres, that together reflect a distinctive Rajput style of architecture. The six selected forts together manifest the most important elements of this cultural tradition.

---

ICOMOS considers that this criterion has been justified for the series presented.

---

*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 Hill Forts of Rajasthan are not just monumental structures which explain the architecture and developments of a culture but also are the living testimony of the associational values attached of the people with them. The complete planning of the fort is an outcome of the belief systems which guided rulers from selection of the site for the fort to planning of different components within it including its defence mechanism which represents the Rajput culture.

While ICOMOS agrees that the forts have strong associational value in terms of being linked to famous battles and to their reflection of Rajput ideologies, it does not consider that these events can be seen to be a significant stage in human history.

---

ICOMOS considers that this criterion has not been justified.

---

---

ICOMOS considers that the serial approach is justified for Hill Forts of Rajasthan

---

ICOMOS considers that the conditions of integrity and authenticity of the series have been met, but are to a degree vulnerable and that criteria (ii) and (iii) have been demonstrated for the series presented.

---

#### 4 Factors affecting the property

The State Party reports that the main development pressures derive from continued encroachment and enlargement of the residential communities within the forts, including their housing developments and adaptation of structures for domestic and community functions. Although the nomination dossier stipulates that the extension of the official and unofficial settlements, in particular vertical extensions, need to be controlled, and that more adequate settlement controls need to be established, this is not directly addressed in the Management Plans for the individual properties.

In addition, development pressures exist in the buffer zones of some properties, in particular at Chittorgarh Fort, where future vertical developments of the city to the west of the hill fort could constitute negative impacts. However, at present the main development pressures at Chittorgarh are quarrying and mining activities as well as cement factories to the east of the property, which contribute to air and landscape pollution and which progressively alter the setting of the serial component. Equally worrying is the ICOMOS observation of construction activities near Gagron Fort. Although the construction itself seems of limited extent and small dimensions, the worrying aspect lies in the fact that it is situated in the Darrah Wildlife Sanctuary, which is legally a no-construction zone. ICOMOS therefore considers that it is essential to have in place clear and concise regulations for any new constructions in the properties and buffer zones, which apply both *de jure* and *de facto*.

With regard to the planned relocation of dwellings in Ranthambore and dwellings or shop structures in the other forts, ICOMOS notes that such plans should be developed in full consultation with the communities and merchants concerned. Priority should also be given to improving the situation of traffic circulation and parking, in particular in Chittorgarh Fort, but also for the other hill forts, in which traffic infrastructure creates visual obstacles to the appreciation of the historic structures, as well as danger to the historic substance. In this context ICOMOS suggests that parking places should ideally be removed from the immediate surroundings of the entrance gates.

The greatest pressure for development within the forts is probably seen at Jaisalmer. Here the urban centre is still thriving and this is bringing pressure for re-building of



houses. Although the traditional materials and craftspeople still thrive, which is beneficial, it is not desirable that historic building should be completely re-built in new materials, even though there is a need to update them.

With the exception of Chittorgarh Fort and Amber Palace, which are already main tourism destinations and provide services for visitors, the other hill forts attract limited visitor numbers and do not seem fully prepared for a considerable increase in visitation. A particular cause of concern is the lack of security and observation personnel. Under the current situation, thefts of temple idols and also lighting installations have occurred, and acts of vandalism including graffiti are not rare occurrences.

ICOMOS would not recommend promotion of increased visitation to these sites, before the most basic security measures can be put in place and acts of theft and vandalism can be better controlled. In the long term, it also seems necessary to provide better visitor infrastructure including sanitary facilities, water and electricity, even through solar generation, at all the forts. ICOMOS notes that the State Party seems aware of these needs and that they are partly addressed in the management plans provided. A priority should be to provide security measures and personnel during major religious festivals, as during previous celebrations acts detrimental to the preservation of individual monuments have been observed.

ICOMOS further considers that all sites, including Amber Palace and Chittorgarh Fort, would benefit from increased effectiveness of waste management systems or establishment of these. Waste Management has not yet been given adequate attention in the management plans provided.

Environmental pressures seem limited to Chittorgarh Fort, where the nearby stone quarry blasting and cement factories cause notable air pollution.

ICOMOS considers that the hilly terrain on which the fortification walls are built, which in most cases has only limited vegetation, is likely to be affected by water erosion and landslides following the annual monsoon rains. However, landslides have only been observed in the environment of Kumbhalgarh Fort, where they also present a risk of natural disaster (see below).

Following water and wind erosion, landslides constitute a risk for the setting of all hill forts, in particular after the annual monsoon rains and could potentially cause damage to the outer hill fort structures. ICOMOS recommends the inclusion of inspection of the wider territories of the forts in the monitoring process, to identify potential areas at risk of future landslides.

Forest fires could also constitute a potential source of destruction, both in relation to the historic buildings and the vegetation within the fort compounds. Adequate emergency response procedures need to be established.

No impacts of climate change have been identified by the State Party. ICOMOS considers that a potential change of seasonal phenomena with increased precipitation during the monsoon months may increase the risk of water erosion and landslides.

---

ICOMOS considers that the main threats to the property are the expanding encroachment of habitations in the forts, industrial, mining and development activities in the buffer zones, landslides, and acts of vandalism and theft.

---

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

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

#### **Chittorgarh Fort**

ICOMOS considers that the boundaries of Chittorgarh Fort are adequately defined. However, ICOMOS recommends expanding the management and control of urban development as well as industrial and mining activities to the wider setting beyond the currently designated buffer zone.

#### **Kumbhalgarh Fort**

ICOMOS considers that this serial component could be better understood if the complete fort complex lies within the property boundaries, including all the gateways. Aret Pol has been included in the revised nomination. It would be desirable if the outer gateway, Halla Pol, could also be within the boundary, the gateways.

#### **Ranthambore Fort**

The boundaries of the nominated serial component and its buffer zone are considered adequate, given that the surrounding National Park provides an even larger protective zone.

#### **Gagron Fort**

The boundaries of the nominated serial component are considered acceptable, but ideally should include the river beds, which contributed so essentially to the defensive function. The buffer zone of the component is adequate, as long as additional measures are taken to protect the main view corridors of the fort and the impressive scenery of the hill fort from all sides and especially from across the river, in order that its strategic position can be conveyed.

#### **Amber Fort**

ICOMOS considers that the Rajput military defence structure of Amber Palace can only be understood if it is seen together with its surrounding outer fortification walls and the protection provided by Jaigarh Fort on the peak above, to which it was connected by an underground tunnel. ICOMOS would therefore consider it desirable to enlarge the boundaries of this component part to include the whole of Jaigarh Fort and accordingly to enlarge the boundaries of the buffer zone to provide adequate protection to the structures in the enlarged boundaries.

### Jaisalmer Fort

The boundaries include the whole fortified promontory but not the late medieval town that developed on the plain around its base. There is a need for planning protection to extend beyond the buffer zone to protect the dominant position of Jaisalmer in the landscape and important views to and from it.

In conclusion, ICOMOS considers that the boundaries and buffer zones are adequate but the boundary of Amber need to be extended to include the whole of Jaigarh Fort, and the boundary of Kumbhalgarh needs to be extended to include the first gate, Halla Pol.

### Ownership

With the exception of smaller private sections and plots in Chittorgarh, Kumbhalgarh, Gagron and Jaisalmer, the forts are owned by different agencies of the State of Rajasthan, and administrated as state property by either the Forestry Department or the Department of Archaeology and Museums. In Chittorgarh a number of selected monuments are owned by the government of India and administered by the Archaeological Survey of India (ASI).

### Protection

Chittorgarh, Kumbhalgarh, Ranthambore and Jaisalmer Forts are protected as Monuments of National Importance of India under the Ancient and Historical Monuments and Archaeological Sites and Remains (Declaration of National Importance) Act of 1951 (No. LXXI of 1951 (AMASR)) and the AMASR Amendment of 2010. They were listed in 1951 (Kumbhalgarh, Ranthambore and Jaisalmer) and in 1956 (Chittorgarh) respectively. The 1951 national legislation provides unlimited protection to the monuments designated in its framework and the 2010 amendment establishes a 200 metre protection zone around the area of the designated Monuments of National Importance.

Gagron and Amber Forts are designated as State Protected Monuments of Rajasthan under the Rajasthan Monuments, Archaeological Sites and Antiquities Act of 1968. They were both listed in the very year the act was adopted. The 1968 Act stipulates that no person, including the owner of the property, can carry out any construction, restoration or excavation work, unless permission has been granted by the responsible state authorities. In the case of Amber Palace an additional notification for the protection of a 50 metre buffer zone around the property has been issued.

ICOMOS notes that only four of the six properties are designated as Monuments of National Importance and that it would be desirable to gain national designation for the remaining two. ICOMOS further considers that capacity-building measures should ensure that local site staff and other stakeholders are well-versed in the legal regulations implied by the property and buffer zone protection. Good knowledge of development limits and intervention opportunities will allow for early recognition of inappropriate activities and contribute to the effective implementation of legal regulations.

ICOMOS considers that the legal protection for Chittorgarh, Kumbhalgarh, Ranthambore and Jaisalmer Forts is adequate. ICOMOS recommends that Gagron and Amber Forts be protected at national level. ICOMOS further considers that the buffer zone protection needs to be augmented, and that the implementation of the legislation needs to be managed more effectively.

### Conservation

Inventories seem to exist for all the properties and were either compiled by the Archaeological Survey of India (ASI), Jaipur Circle, or the Department of Archaeology and Museums of Rajasthan. Records of these inventories and other research are being held at the National Archives of India, the Archaeological Survey of India, the Kapad Dwara (City Palace) in Jaipur and the Rajasthan State Archives respectively. However, not all inventories seem to have the same level of detail and ICOMOS considers that it may be desirable to complete the inventories by surveying smaller structures in some of the forts.

The overall state of conservation varies from site to site but is in general fair to good, with the exception of parts of Jaisalmer and Ranthambore Forts. In all cases conservation work has been undertaken as part of on-going programmes which are continuing.

Ranthambore is not in an acceptable state of conservation to safely allow visitors in some of the key architectural structures.

Jaisalmer has had long-standing problems associated with water seepage into the mound on which the fort is built. Also because of its size and complexity, particularly of the urban areas, conservation work is very a long term project.

Extensive work has already been undertaken on stabilising the fort walls and other buildings. The impact of deterioration processes is controlled. An elaborate conservation programme has been initiated with the help of World Monuments Fund to restrict deterioration of the retaining walls of the fort.

The Jaisalmer Revitalisation project was undertaken between 1999 and 2001 for all the main streets. This aimed to improve the welfare of local residents and encourage good conservation practices.

The most challenging project is to ensure total dryness of the soil beneath the fort. A major programme to replace the existing dilapidated sewer line has been initiated by Government of Rajasthan with the help of Asian Development Bank so that the primary issue of water seepage and damage due to hydrostatic pressure on the retaining wall can be eliminated.

It is understood that the new system will be long lasting and will ensure no further seepage of water inside the hill. The contract for the work has been awarded and sufficient funds have been allocated for the implementation of the project. Professionals such as

archaeologists and conservation architects will be monitoring the project throughout its execution to ensure the safeguarding of any archaeological / heritage features.

Apart from Jaisalmer and Ranthambore, several individual structures in almost every fort – perhaps with the exception of Amber Palace which has just undergone a major conservation project – require at least some attention. In most cases, the water reservoirs, wells and other water structures have received the least attention in conservation activities and may have to be treated more systematically.

In the larger fort complexes, Chittorgarh, Kumbhalgarh and in particular Ranthambore, smaller temples and pavilions in the remote areas of the fort compounds seem to present a less satisfactory state of conservation and should ideally be surveyed to prevent future losses. This is, for instance, the case in Kumbhalgarh Fort where structures such as Suraj Devri Temple, the small temple near Mamadeo Baori, some parts of Kumbha Mahal and some temples of the Golera group require attention. In Ranthambore important sections of Hammir Mahal, Dulha Mahal, Badal Mahal, Pachauri Mahal, and Shiv Mandir need to be investigated and urgently prioritized for conservation measures.

Active conservation measures are planned for each of the six serial components and major conservation projects were recently carried out at Gagron and Amber Forts. To a large extent the conservation measures seem appropriate although ICOMOS regrets that it was deemed necessary to remove large sections of the outer original plaster at both state-supervised component sites, as these measures seriously reduced the authenticity expressed in the material and workmanship of the outer fortifications. In general, ICOMOS observes that the conservation policy applied at state level may benefit from further collaboration with the conservation team of the Archaeological Survey of India (ASI).

The nomination dossier presents a detailed list of all conservation activities conducted between 1899 and 2010 and provides conservation plans for Gagron and Amber Forts. For the remaining serial components without explicit conservation plans, the historic records illustrate the ongoing systematic conservation activities and individual buildings are highlighted as targets for forthcoming conservation measures, in a status report and five year prospective plan provided with the additional information submitted by the State Party at ICOMOS' request. All conservation measures follow a standard routine of initial examination and documentation, followed by chemical surface cleaning, structural stabilization, biocide treatment, consolidation, and lastly hydrophobic treatment. These steps are described in more detail in a *Conservation Manual* written by John Marshall, which is used as the handbook by those entrusted with the care of the historic monuments.

General maintenance works, cleaning and sweeping of the monuments are carried out on a regular basis under the supervision of the Archaeological Survey of India or the Department of Archaeology and Museums of Rajasthan. ICOMOS considers that, in order to ensure the long-term preservation of the architectural structures, especially in the outer areas of the larger forts, cutting and clearing of vegetation, in particular vegetation growing on or next to the historic structures should be increased to prevent damage caused by plant roots or falling trees.

---

In conclusion, ICOMOS considers that urgent attention is needed to preserve degraded and dilapidated structures at Ranthambore Fort and in a few cases at Kumbhalgarh Fort, and that the ongoing control of the vegetation in the fort compounds needs to be improved. The major conservation programme at Jaisalmer needs to be completed according to the agreed timetable.

---

## Management

Management structures and processes, including traditional management processes

The overall management of the six properties is steered by the State Level Apex Advisory Committee, which was established through Order A&C/2011/3949 on 11<sup>th</sup> May 2011. It is chaired by the Chief Secretary of Rajasthan and comprises members of the concerned ministries, namely Environment & Forests, Urban Development and Housing, Tourism, Art, Literature & Culture, Energy and various representatives of the heritage sector including the ASI. The Apex Advisory Committee meets on a quarterly basis and is designed to constitute the overall management framework of the serial property, guide the local management of the six serial components, coordinate cross-cutting initiatives, share research and documentation, share conservation and management practices and address the requirements of common interpretative resources.

To implement the recommendations of the Apex Advisory Committee, the Amber Development and Management Authority, which manages Amber Fort and is authorized to manage other heritage properties within the State of Rajasthan, acts as an overarching authority for management implementation. As documented in the additional information the State Party provided at ICOMOS' request, the authorization of the Amber Development and Management Authority to act as the overarching management agency was legalized through notification by the Chief Secretary of the Government of Rajasthan dated 14 October 2011.

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

As part of the nomination dossier, the State Party has provided separate so-called Management Plans for five of the six serial components (all except Jaisalmer) including a shared introductory section highlighting the overall

management structure of the six components. The Management Plans are designed to cover the period 2011 to 2015 and contain, following a description of architectural structures and site significance, somewhat general policy and strategy statements for future work.

ICOMOS notes that the policy statements are not directly referencing the Outstanding Universal Value suggested, and that more detailed action plans for the implementation of the management policies, as well as indicators for management quality assurance during the implementation processes, are needed.

For Jaisalmer, the Management Plan for the property along with Sub-plans including visitor management, risk preparedness, and livelihood generation for the local population, will be completed by end of 2013.

In Chittorgarh, Kumbhalgarh and Ranthambore Forts new interpretation signage has been installed (in 2009-2010), and further measures to expand the presentation are envisaged in the management plans. Gagron Fort at present does not have any interpretative facilities, but the development of a comprehensive interpretation plan was earmarked as a management priority. In Amber Fort visitors can find a variety of interpretive material, including signage and audio guides, and a number of human guides are part of the site management team.

At present, detailed risk management plans are not available for the six serial components, but the State Party indicated in the nomination dossier that these risk management plans will be compiled. Yet, at present this process is not included in the Management Plans for 2011-2015. ICOMOS recommends that risk management should be given priority in the short-term action plans and that specific emphasis should be given to the risk of forest fires as well as flooding and subsequent landslides.

Financial resources and staffing levels at present do not seem adequate to ensure the management and protection of those hill forts designated as national monuments. ICOMOS notes that, whilst funding is made available by ASI to conduct conservation measures following the five year plan, the annual regular budgets of the Chittorgarh, Kumbhalgarh and Ranthambore forts are not adequate to provide for the most essential personnel and maintenance needs.

ICOMOS notes from the State Party's report that the costs for electricity, in particular lighting, are high and recommends exploring the opportunity of utilizing solar energy lighting systems. ICOMOS considers it essential to provide additional personnel to guard the key historic structures in the fort compounds and prevent further vandalism and theft.

In terms of training, the professional experience of ASI-trained staff and consultants seems generally adequate for their respective functions, yet the craftsmen participating in the maintenance of the conservation works supervised by the department of Archaeology and

Museums of the Government of Rajasthan, could benefit from further training in heritage conservation technologies.

The coordination of management activities by the Apex Advisory Committee commenced in May 2011 and has initiated closer cooperation between the serial components. At present, the site management lacks detailed action plans as well as personnel to undertake the most essential management functions, especially with regard to guarding and security activities. In order to ensure the effectiveness of the management at all the serial components, funding resources need to be increased to employ site guards on all the properties. Tourism management strategies need to be further developed to ensure visitor safety and adequate site interpretation.

#### Involvement of the local communities

As indicated in the documentation provided, limited community consultation took place in the preparation of the nomination dossier but broader community involvement initiatives are planned for the future management of the hill forts, and in particular for the aspects related to the community habitations. A noteworthy past project of community involvement is the World Monuments Fund-supported revitalization of streetscapes project at Amber, which encouraged local residents to participate in the interpretation of landscape values in the buffer zone.

---

ICOMOS considers that the management plans provided contain adequate policy guidelines but should be supplemented to contain more detailed action plans for implementation, including for tourism management. ICOMOS further recommends providing additional funds for security and maintenance personnel to ensure the effective management and protection of the property.

---

## 6 Monitoring

The State Party reports that comprehensive monitoring measures have been in place since 1951 and that the sites are monitored on an annual basis by the ASI Director of Conservation, and on a quarterly basis by the Superintendent Archaeologist of the ASI Jaipur Circle. In addition, the superintendents on site are responsible for monitoring the condition of all structures on a weekly basis.

ICOMOS considers that whilst the administrative arrangements for monitoring seem satisfactory, detailed monitoring indicators need to be developed with explicit reference to the Outstanding Universal Value proposed. ICOMOS further recommends including a periodic inspection of the outer hill structures in the monitoring process to identify any risk of future landslides.

---

In conclusion, ICOMOS considers that the administrative monitoring arrangements are adequate but that monitoring indicators need to be further developed.

---

## 7 Conclusions

In the evaluation of the first nomination, ICOMOS stated that it considered that the theme of Rajput military architecture and defensive technology had a strong potential to illustrate Outstanding Universal Value but that the selection of sites for the serial nomination did not adequately support the Outstanding Universal Value proposed by the State Party.

The revised nomination has considered Rajput Forts not only in terms of their military architecture and defensive technology within different physiographical terrains, but also more widely as enormous fortified towns that reflect the Rajput kingdoms' power, influence, and cultural patronage and their sustainability as important mercantile centres with sophisticated water harvesting systems that could support considerable populations.

Thus the text considers the eclectic Rajput architecture in palaces and other buildings that drew inspiration from Sultanate and Mughal architecture and demonstrate a strong influence on later regional styles such as Maratha architecture; the remarkable collection of temples that still attract followers, as well as the scale and complexity of the substantial fortifications.

The series has been extended to include Jaisalmer, situated in the desert area to the west. This addition brings in a fort with a still has an urban population that has persisted since Rajput times and demonstrates the way the forts were designed to support the populace as well as the court and the military.

ICOMOS considers that the revised dossier fully encapsulates the significance of Rajput forts in the way they developed and their influence. It also considers that the six forts can be seen as a coherent group in which each of the forts contributes strongly to the series as a whole.

The one aspect that needs comment is the exclusion of Jaigarh Fort. Jaigarh and Amber forts are interlinked in military terms and to understand Amber as a Fort the outer fortifications of Jaigarh on the hill above need to be included. ICOMOS understands that the State Party may only nominate properties with the consent of the owners and that the owners of Jaigarh do not currently wish to have their fort included in the series but nevertheless are willing for it to be in the buffer zone and to be managed along with the other forts. Jaigarh is also open to the public and the tunnel linking it to Amber has recently been opened. It thus can be visited and understood as part of Amber.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the Hill Forts of Rajasthan, India, be inscribed on the World Heritage List on the basis of **criteria (ii) and (iii)**.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

Within the State of Rajasthan, six extensive and majestic hill forts together reflect the elaborate, fortified seats of power of Rajput princely states that flourished between the 8<sup>th</sup> and 18<sup>th</sup> centuries and their relative political independence.

The extensive fortifications up to 20 kilometres in circumference optimised various kinds of hill terrain, specifically the river at Gagron, the dense forests at Ranthambore, and the desert at Jaisalmer, and exhibit important phase of development of an architectural typology based on established "traditional Indian principles". The vocabulary of architectural forms and ornaments shares much common ground with other regional styles, such as Sultanate and Mughal architecture. Rajput style was not 'unique', but the particular manner in which Rajput architecture was eclectic (drawing inspiration from antecedents and neighbours) together with its degree of influence over later regional styles (such as Maratha architecture) do make it distinctive.

Within the defensive walls of the forts, the architecture of palaces and other buildings reflects their role as centres of courtly culture, and places of patronage for learning arts and music. As well as housing for the court and military guard, most had extensive urban settlements within their walls, some of which have persisted to the present day. And some also had mercantile centres as the forts were centres of production and of distribution and trade that formed the basis of their wealth. Most of the forts had temples or sacred buildings, some pre-dating the fortifications and outliving the Rajput kingdoms, and many of these remarkable collections of buildings still attract followers. Collectively the forts contain extensive water harvesting structures, many of which are still in use.

As a former capital of the Sisodia clan and the target of three famous historical sieges, Chittorgarh is strongly associated with Rajput history and folk lore. Furthermore the sheer number and variety of architectural remains of early date (ranging from the 8<sup>th</sup> to the 16<sup>th</sup> centuries) mark it as an exceptional fort in its scale and monumentality comparable to very few other Indian forts. Kumbhalgarh was constructed in a single process and (apart from the palace of Fateh Singh, added later) retains its architectural coherence. Its design is attributed to an architect known by name –Mandan – who was also an author and theorist at the court of Rana Kumbha in Chittorgarh. This combination of factors is

highly exceptional. Situated in the middle of forest, Ranthambore is an established example of forest hill fort and in addition, the remains of the palace of Hammir are among the oldest surviving structures of an Indian palace. Gagron is an exemplar of a river-protected fort. In addition its strategic location in a pass in the hills reflects its control of trade routes. Amber Palace is representative of a key phase (17<sup>th</sup> century) in the development of a common Rajput-Mughal court style, embodied in the buildings and gardens added to Amber by Mirza Raja Jai Singh I. Jaisalmer is an example of a hill fort in desert terrain. The extensive township contained within it from the outset, still inhabited today, and the group of Jain temples, make it an important (and in some respects even unique) example of a sacred and secular (urban) fort.

**Criterion (ii):** The Hill Forts of Rajasthan exhibit an important interchange of Princely Rajput ideologies in fort planning, art and architecture from the early medieval to late medieval period within the varied physiographic and cultural zones of Rajasthan. Although Rajput architecture shared much common ground with other regional styles, such as Sultanate and Mughal architecture, it was eclectic, drawing inspiration from antecedents and neighbours, and had a degree of influence over later regional styles such as Maratha architecture.

**Criterion (iii):** The series of six massive hill forts are architectural manifestations of Rajput valour, bravery, feudalism and cultural traditions documented in several historic texts and paintings of the medieval and late medieval period in India. Their elaborate fortifications, built to protect not only garrisons for defence but also palatial buildings, temples, and urban centres, and their distinctive Rajput architecture, are an exceptional testimony to the cultural traditions of the ruling Rajput clans and to their patronage of religion, arts and literature in the region of Rajasthan over several centuries.

#### Integrity

As a series, ICOMOS considers that the six components together form a complete and coherent group that amply demonstrate the attributes of OUV, without depending on future additions to the series.

When considered as individual components, Chittorgarh and Ranthambore include all relevant elements to present their local, fort-related significances. However, ICOMOS is concerned about the surrounding development and industrial activities around Chittorgarh Fort, in particular the pollution and landscape impact of the nearby quarries, cement factories and zinc smelting plants, which, if continued or even expanded, have the potential to adversely affect the property. For Amber and Kumbhalgarh Fort, ICOMOS considers that the strategic functions and evolutions of Rajput military architecture cannot be understood outside of the full context of their military defence structure. For Amber this context includes

the outer fortification walls with Jaigarh Fort, and for Kumbhalgarh Fort the outer gate of Halla Pol should be included.

The wider setting of Chittorgarh is vulnerable to urban development as well as industrial and mining activities that cause notable air pollution. At Jaisalmer the wider setting and views to and from the fort could be vulnerable to certain types of urban development in the surrounding town. While at Gagron the setting could be under threat from unregulated construction.

Within the forts, there are acknowledged development pressures derived from continued encroachment and enlargement of residential communities. The stability of the overall hill on which Jaisalmer rests is vulnerable to water seepage as a result of the lack of adequate infrastructure.

#### Authenticity

As a series, ICOMOS considers that the six sites have the capacity to demonstrate all the outstanding facets of Rajput forts between the 8<sup>th</sup> and 18<sup>th</sup> centuries. And each of the sites is necessary for the series.

For the individual forts, although the structures at each of the sites adequately convey their value, some are vulnerable. The original exterior plaster at Amber Fort and Gagron Fort has been replaced, which has caused a loss of historic material and patina. At Chittorgarh and Kumbhalgarh Forts, there are structures in a state of progressive decay or collapse, which are vulnerable to losing their authenticity in material, substance, workmanship and design. At Jaisalmer within the urban area individual buildings are in need of improved conservation approaches.

#### Management and protection requirements

Chittorgarh, Kumbhalgarh, Ranthambore and Jaisalmer Forts are protected as Monuments of National Importance of India under the Ancient and Historical Monuments and Archaeological Sites and Remains (Declaration of National Importance) Act of 1951 (No. LXXI of 1951 (AMASR)) and the AMASR Amendment of 2010. They were listed in 1951 (Kumbhalgarh, Ranthambore and Jaisalmer) and in 1956 (Chittorgarh) respectively. The 1951 national legislation provides unlimited protection to the monuments designated in its framework and the 2010 amendment establishes a 200 metre protection zone around the area of the designated Monuments of National Importance.

Gagron and Amber Forts are designated as State Protected Monuments of Rajasthan under the Rajasthan Monuments, Archaeological Sites and Antiquities Act of 1968. They were both listed in the very year the act was adopted. The 1968 Act stipulates that no person, including the owner of the property, can carry out any construction, restoration or excavation work, unless permission has been granted by the responsible state authorities. In the case of Amber Palace an additional notification for the

protection of a 50 metre buffer zone around the property has been issued. It would be desirable to gain national designation for Gagron and Amber Forts.

All sites have buffer zones designated but there is a need for clearer planning policies for these and for the wider setting of the forts in order to regulate development.

The overall management of the six properties is steered by the State Level Apex Advisory Committee, which was established through Order A&C/2011/3949 on 11<sup>th</sup> May 2011. It is chaired by the Chief Secretary of Rajasthan and comprises members of the concerned ministries, namely Environment & Forests, Urban Development and Housing, Tourism, Art, Literature & Culture, Energy and various representatives of the heritage sector including the ASI. The Apex Advisory Committee meets on a quarterly basis and is designed to constitute the overall management framework of the serial property, guide the local management of the six serial components, coordinate cross-cutting initiatives, share research and documentation, share conservation and management practices and address the requirements of common interpretative resources.

To implement the recommendations of the Apex Advisory Committee, the Amber Development and Management Authority, acts as an overarching authority for management implementation. This was legalized through notification by the Chief Secretary of the Government of Rajasthan dated 14 October 2011.

There are Management Plans designed to cover the period 2011 to 2015 for five of the six sites. For Jaisalmer, the Management Plan for the property along with sub-plans including visitor management, risk preparedness, and livelihood generation for the local population, will be completed by end of 2013. There is a need for policy statements in the Plans to reference Outstanding Universal Value and for more detailed action plans to be produced for the implementation of the management policies, as well as for indicators for management quality assurance during the implementation processes. For the first revision of the Plans, it would be desirable to provide an over-arching volume for the whole series that sets out agreed approaches.

To reverse the vulnerabilities of certain individual structures within the forts, there is a need for short-term conservation actions. For Jaisalmer, there is a need to ensure the major conservation project for infrastructure and conservation of individual buildings is delivered according to the agreed timescale. Conservation of the extremely extensive fortifications and ensembles of palaces, temples and other buildings will call for extensive skills and resources. A capacity building strategy to raise awareness of the importance and value of these skills as part of an approach to livelihood generation could be considered.

In order that there is a clear understanding of how each of the forts contributes to the series as a whole, there is a

need for improved interpretation as part of an interpretation strategy for the overall series.

#### **Additional recommendations**

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

- Extending the boundaries at Amber Fort to include Jaigarh Fort, and at Kumbhalgarh to include Halla Pol;
- Designating both Amber and Gagron forts as national monuments;
- Submitting, by 1 February 2015, a State of Conservation Report to the World Heritage Centre, reporting on progress with the conservation project at Jaisalmer, and conservation work at Chittorgarh and Kumbhalgarh Forts, to be examined by the World Heritage Committee at its 39<sup>th</sup> session in 2015.

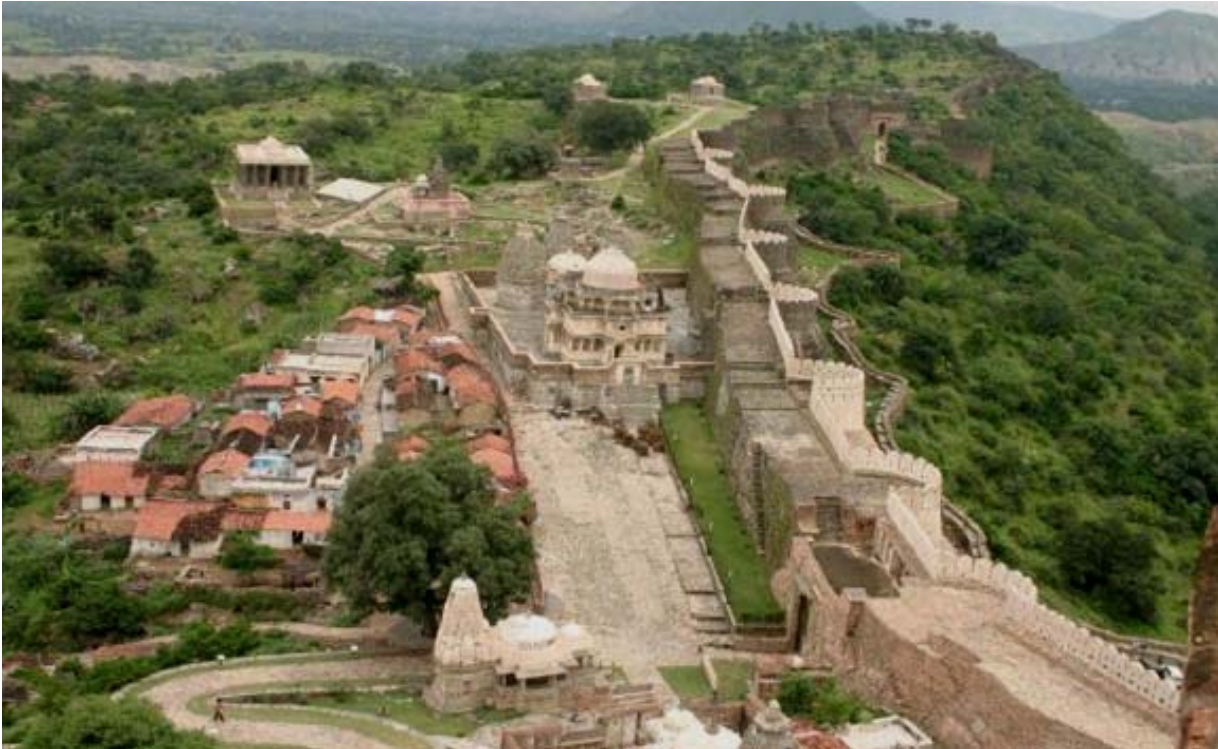


Map showing the location of the nominated properties





Chittorgarh Fort



Kumbhalgarh Fort



Ranthambore Fort



Gagron Fort



Amber Fort



Jaisalmer Fort

---

# Royal Tombs of the Joseon Dynasty (Republic of Korea) No 1319bis

---

## 1 Basic data

### State Party

Republic of Korea

### Name of property

Royal Tombs of the Joseon Dynasty

### Location

Seoul Metropolitan City; Gyeonggi-do; Gangwon-do

### Inscription

2009

### Brief description

The Royal Tombs of the Joseon Dynasty form a collection of 40 tombs scattered over 18 locations. Built over five centuries, from 1408 to 1966, the tombs honoured the memory of ancestors, showed respect for their achievements, asserted royal authority, protected ancestral spirits from evil and provided protection from vandalism. Spots of outstanding natural beauty were chosen for the tombs which typically have their back protected by a hill as they face south toward water and, ideally, layers of mountain ridges in the distance. Alongside the burial area, the royal tombs feature a ceremonial area and an entrance. In addition to the burial mounds, associated buildings that are an integral part of the tombs include a T-shaped wooden shrine, a shed for stele, a royal kitchen and a guards' house, a red-spiked gate and the tomb keeper's house. The grounds are adorned on the outside with a range of stone objects including figures of people and animals. The Joseon Tombs completes the 5,000 year history of royal tombs architecture in the Korean peninsula.

### Date of ICOMOS approval of this report

6 March 2013

## 2 Issues raised

### Background

This serial property comprises 18 tomb clusters located in three districts. The boundaries of the tomb clusters were delineated following existing State-designated property boundaries with buffer zones extending 100 metres in all directions from the property boundary. The boundary modification proposal concerns the property and buffer zone boundary of one tomb cluster, Jeongneung Cluster (designated M4 in the ICOMOS

evaluation), located at Jeongneung-dong, Seongbuk-gu, Seoul, Republic of Korea.

### Modification

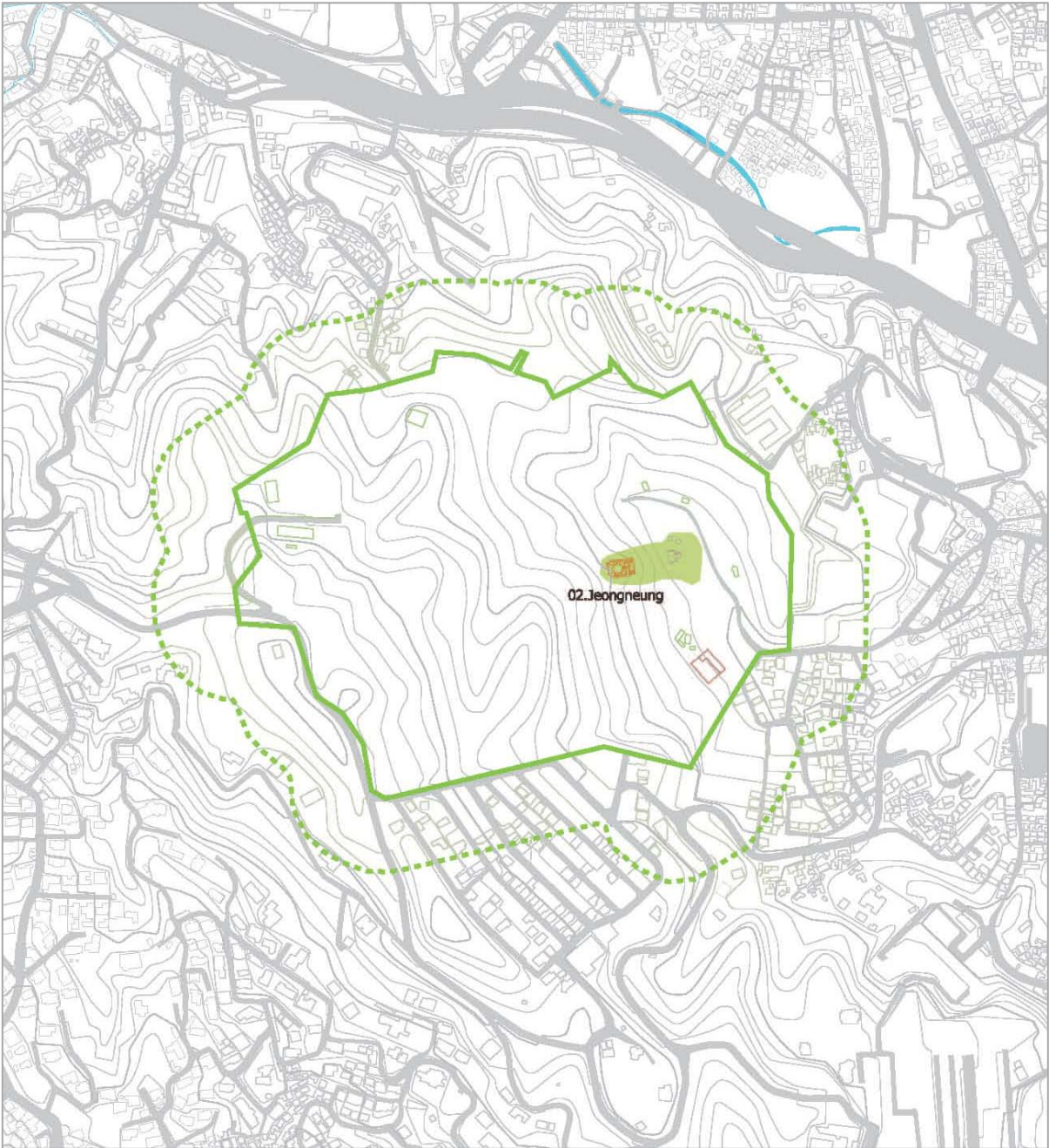
Minor modifications are proposed to both the property and buffer zone boundaries as shown on the inscription maps of the Jeongneung tomb cluster (which in fact includes only one tomb) in order to correct a cartographic error made when the inscription maps were drawn. The proposal does not alter the inscribed property area of the Jeongneung Cluster, which remains at 29.7ha, nor does it alter the buffer zone area, which remains at 27.5ha. The State Party states that the property area of Jeongneung Cluster was calculated correctly to exclude a housing area at the south-east of the property, and the buffer zone extending 100 metres from the property boundary was likewise calculated correctly. However in drawing the map, the cartographer included the housing area within the property boundary, and consequently extended the buffer zone 100 metres beyond this. The State Party has provided adequate maps showing the inscribed and proposed property and buffer zone boundaries, and has also provided an aerial photograph showing that the housing did exist prior to nomination and is outside the property's entrance area. The State Party also points out that the nomination document clearly noted that only Donggureung and Taerueng tomb clusters had residents in the property area. The property boundary shown on the modified map excludes the housing while incorporating it within the modified buffer zone boundary.

## 3 ICOMOS Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the proposed minor modification to the boundary of the component of Jeongneung area, Royal Tombs of the Joseon Dynasty, Republic of Korea, be **approved**.

ICOMOS recommends that the proposed buffer zone for the component of Jeongneung area, Royal Tombs of the Joseon Dynasty, Republic of Korea, be **approved**.



Map showing the revised boundaries of the Jeongneung area

---

# Luang Prabang (Lao People's Democratic Republic) No 479bis

---

## 1 Basic data

### State Party

Lao People's Democratic Republic

### Name of property

Town of Luang Prabang

### Location

Province of Luang Prabang

### Inscription

1995

### Brief description

Luang Prabang is an outstanding example of the fusion of traditional architecture and Lao urban structures with those built by the European colonial authorities in the 19<sup>th</sup> and 20<sup>th</sup> centuries. Its unique, remarkably well-preserved townscape illustrates a key stage in the blending of these two distinct cultural traditions.

### Date of ICOMOS approval of this report

6 March 2013

## 2 Issues raised

### Background

In 2007 a World Heritage Centre / ICOMOS reactive monitoring mission visited the property to assist the authorities in light of the illegal construction which had occurred in the property and the increased development pressure around the listed area. The mission noted that the development pressures in the vicinity of the property constituted a risk to the Outstanding Universal Value and recommended an immediate moratorium on some of the most problematic development projects and the revision of the Urban Plan, recommendations which were endorsed by the World Heritage Committee in 2008.

The mission also recommended the establishment of a buffer zone and the redefinition of the property boundaries to be in line with the area managed by the PSMV (*Plan de sauvegarde et de mise en valeur*). The request for boundary modifications submitted by the State Party in December 2012 (for the property) and January 2013 (for the buffer zone) responds to these recommendations.

### Modification

The boundary modification increases the size of the property from 750 hectares to 820 hectares to include additional areas to the north (described by the coordinates E 102°6'44.119", N 19°52'50.368"; E 102°7'25.01", N 19°54'5.61"; E 102°8'19.72", N 19°54'45.681"), west (E 102°6'44.119", N 19°52'50.368"; E 102°6'51.93", N 19°52'40.474"), south-west (E 102°8'6.983", N 19°52'35.702"; E 102°8'19.191", N 19°52'38.848") and south (E 102°8'47.877", N 19°53'9.853"; E 102°8'47.721", N 19°53'13.503"). These allow the inclusion of some important wetlands and landscape features across the Mekong River within the property. The area proposed for extension corresponds to the area already managed as part of the PSMV and accordingly already had a World Heritage equivalent amount of management and protection prior to submission of the boundary modification request.

The proposed buffer zone of 12,560 hectares amply surrounds the property in all directions. It includes a significant stretch of the Mekong both up and down river, the landscape features of the mountain chain, an important visual backdrop for the property, as well as the meandering Nan Khan river bed. The buffer zone includes all areas previously exposed to development threats, including the recently extended airport runway.

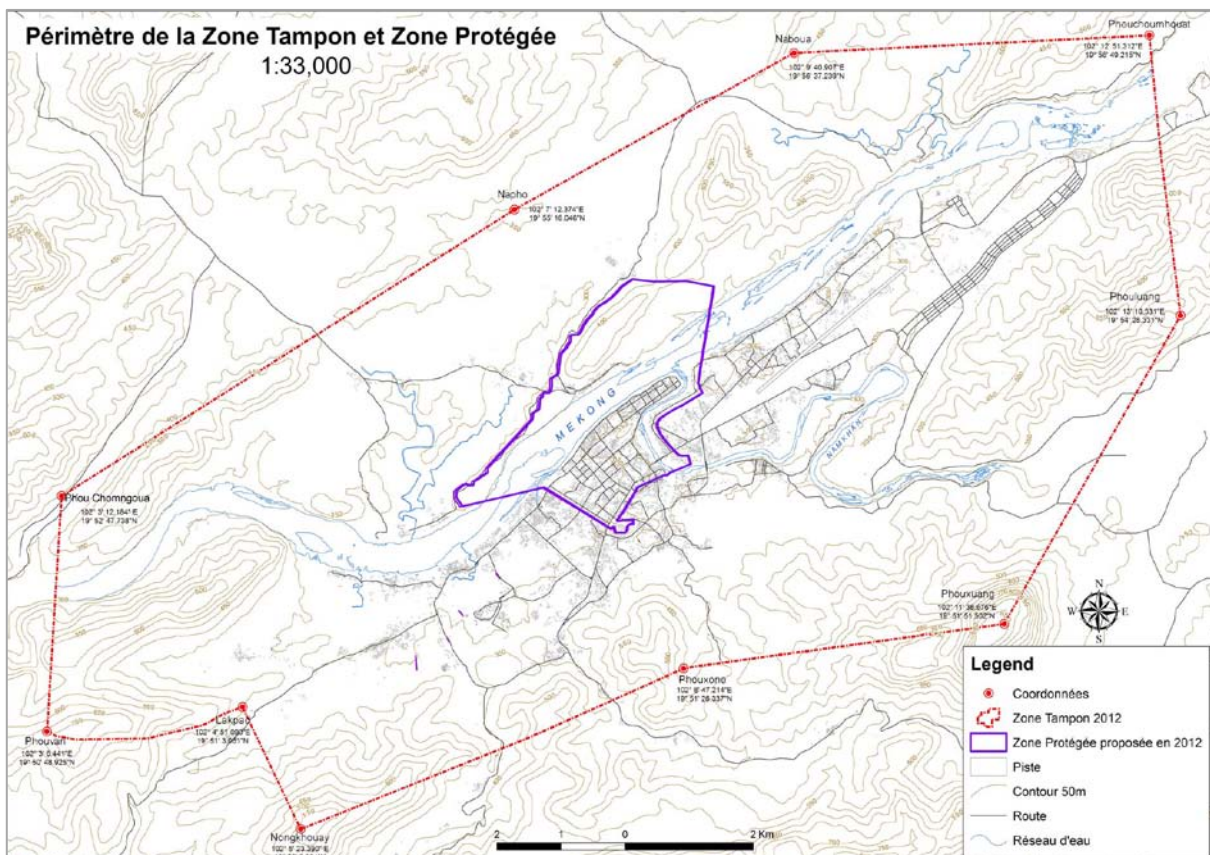
The proposed buffer zone was already integrated in the PSMV as well as in the Urban Planning Regulations of the Town of Luang Prabang. The State Party provided full documentation of the legal protection granted to the buffer zone by decree no 31 of the Prime Minister, issued on 1 February 2012.

## 3 ICOMOS Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the proposed minor modification to the boundary of the Town of Luang Prabang, Lao People's Democratic Republic, be **approved**.

ICOMOS also recommends that the proposed buffer zone for the Town of Luang Prabang, Lao People's Democratic Republic, be **approved**.



Map showing the revised boundaries of the property and the proposed buffer zone

---

## Baroque Churches (Philippines) No 677bis

---

### 1 Basic data

#### State Party

Philippines

#### Name of property

Baroque Churches of the Philippines

#### Location

Immaculate Conception: District of Intramuros, City of Manila; Nuestra Señora: Municipality of Santa Maria, Province of Ilocos Sur; San Agustin: Municipality of Paoay, Province of Ilocos Norte; Santo Tomas: Municipality of Miag-ao, Province of Iloilo

#### Inscription

1993

#### Brief description

These four churches, the first of which was built by the Spanish in the late 16<sup>th</sup> century, are located in Manila, Santa Maria, Paoay and Miagao. Their unique architectural style is a reinterpretation of European Baroque by Chinese and Philippine craftsmen.

#### Date of ICOMOS approval of this report

6 March 2013

### 2 Issues raised

#### Background

The four churches were inscribed in 1993 on the basis of maps provided which outlined the area of the zones proposed for inscription. It was assumed that these zones described the boundaries of the property, while no further protection in the form of buffer zones had been defined. Some of the zones were indicated on schematised and somewhat out-of-scale maps and therefore required precise specification. The exact definition of the boundaries was requested in the Retrospective Inventory Exercise (2010) and the State Party indicated during the 2003 Periodic Reporting that it was looking at boundary expansions, in particular for Santa Maria.

#### Modification

The boundary modification proposes buffer zones for all four property components as well as boundary expansions of the inscribed area at two of the four components. These shall be considered separately for each serial component:

The boundaries of the Church of the Immaculate Conception of San Agustin remain at 2.43 hectares, which corresponds to the property boundaries inscribed in 1993. The newly established buffer zone of 106.13 hectares covers the entire surrounding fortified section of the historic Intramuros. It provides excellent protection to the property components both from potential physical and also visual impacts

In the Municipality of Santa Maria the boundaries of the serial component of the Church of Nuestra Señora de la Asunción have been both extended and slightly reduced, and now include the key elements of the Church, the convent and the sight lines between key access routes and the church. Previously slightly larger parts of the historic cemetery and the surrounding green slopes have been excluded from the boundaries. The expanded area extends to the south but no justification was provided for the new inclusions. The area covered by the newly proposed boundaries amounts to 2.36 hectares while the exact size of the previously inscribed area is unclear due to its schematic delimitation on an out-of-scale map sketched in 1993.

The State Party also proposes boundaries for a buffer zone which has been established and which includes significant parts of the surrounding historic city including the new and old central markets. Whilst this buffer zone seems to offer adequate protection towards the east and west, no buffer zone surrounds the property boundaries towards the north and south and the rationale for this unbalanced buffer zone distribution has not been given in the documentation provided. ICOMOS recommends that a buffer zone should provide protection from all directions and should accordingly be expanded north- and southwards for the property component.

For the Church of San Agustin in Paoay, Ilocos Norte, the proposed property boundaries have been expanded to cover a second – and for the overall series fifth – property component, integrating the Convent Ruins of St. Agustin. While the first site component corresponds to the original boundaries of 2.10 hectares, the additional component adds 0.66 hectare. The extension is justified on the basis that the convent was an integral component of the development of the Church and therefore its ruins need to be included; however the convent was not mentioned in the initial nomination dossier. ICOMOS considers that further information needs to be provided by the State Party as to how the convent contributes to the Outstanding Universal Value of the series. On the basis of a clear rationale for inclusion of the convent, it could also be considered whether an expansion of the existing component would not be a more suitable option than the addition of a fifth component, divided merely by a street from the existing one.

The shared buffer zone surrounding both components covers an area of 13.86 hectares. Its delimitation appears sufficient to provide adequate protection for the existing property of this serial component.



The boundaries of the serial component of the Church of Santo Tomas de Villanueva in Miagao, Iloilo, remain unchanged at 0.92 hectare. The buffer zone surrounding the site provides adequate protection in three directions within an area of 29.94 hectares. However, no buffer zone is proposed towards the south-west of the property and the rationale for the lack of buffer zone in this area has not been given in the documentation provided by the State Party. ICOMOS considers that it would be desirable to establish a buffer zone which surrounds the property in all directions and thereby can offer adequate protection from all potential negative – including visual – impacts.

For each of the four component sites, relevant legislation which considers development restrictions in both the property and buffer zones has been drafted and submitted, in most cases based on review processes of so-called Heritage Review Boards. Several land-use functions have been categorically prohibited in the buffer zones, and inappropriate architectural developments, “eyesores”, are considered to be non-allowable.

### 3 ICOMOS Recommendations

#### Recommendations with respect to inscription

ICOMOS recommends that the proposed minor modification to the boundary and buffer zone of the component of the Church of the Immaculate Conception of San Agustin (Manila), Baroque Churches of the Philippines, Philippines, be **approved**.

ICOMOS recommends that the examination of the proposed minor modification to the boundary and the buffer zone of the component of the Church of San Agustin (Paoay) Baroque Churches of the Philippines, Philippines, be **referred back** to the State Party in order to allow it to:

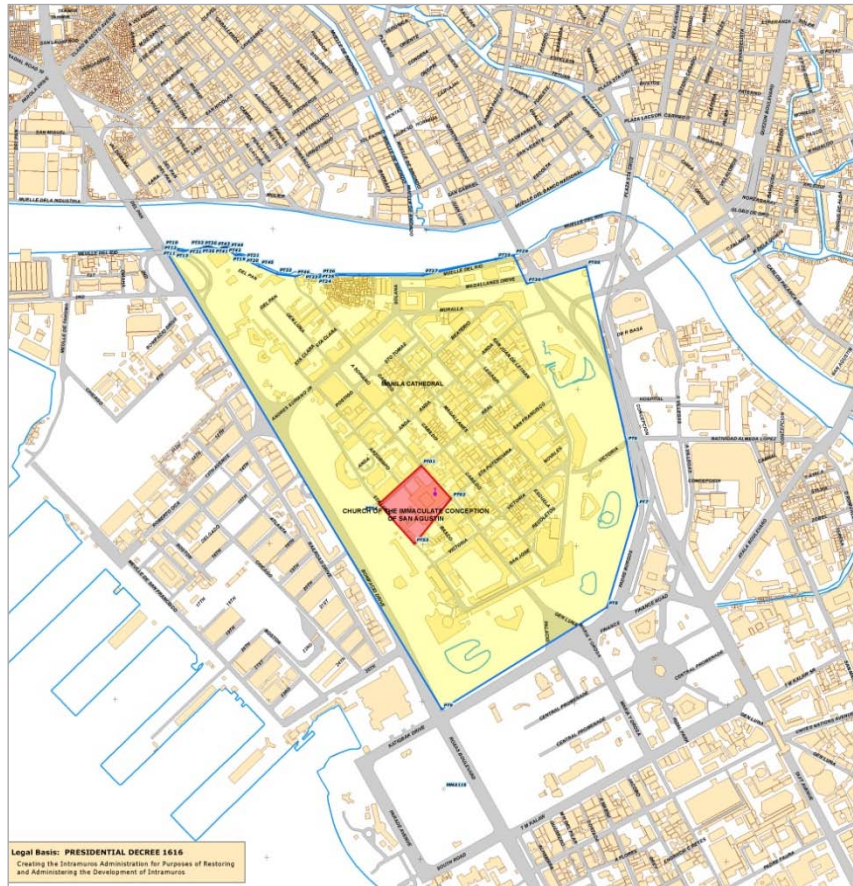
- Justify the specific contribution of the convent ruins to the Outstanding Universal Value of the property;
- Extend the nominated area of the church to include the convent in order to form one single component;
- Expand the buffer zones towards the directions in which the property component is not yet surrounded by a protective buffer zone or to provide justification for the rationale of not establishing buffer zones in these areas.

ICOMOS recommends that the examination of the proposed buffer zone for the component of the Church of Santo Tomas de Villanueva (Miagao), Baroque Churches of the Philippines, Philippines, be **referred back** to the State Party in order to allow it to:

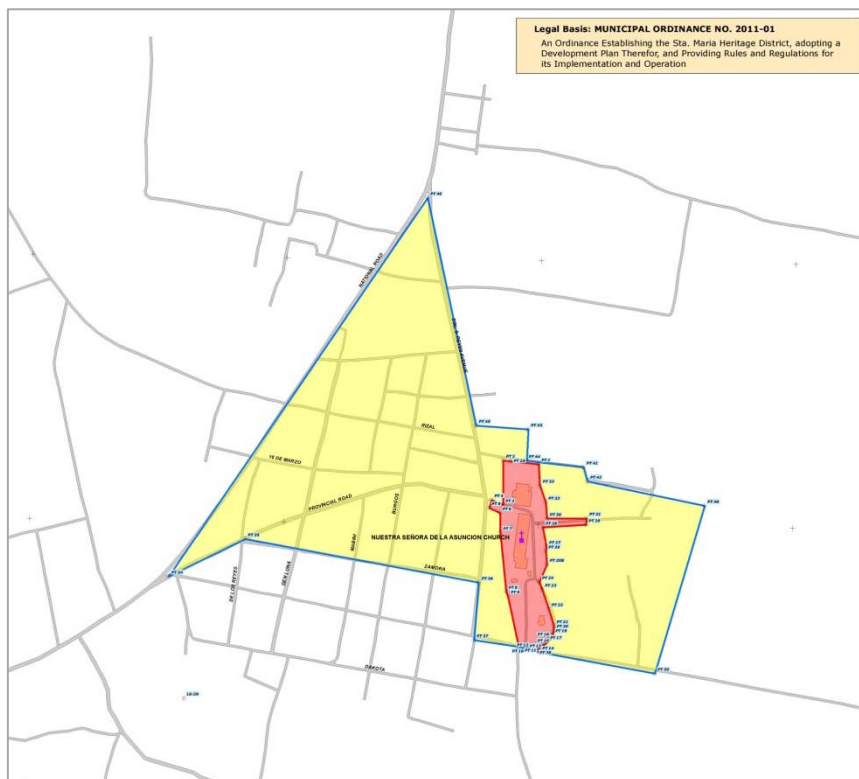
- Expand the buffer zones towards the directions in which the property component is not yet surrounded by a protective buffer zone or to provide justification for the rationale of not establishing buffer zones in these areas.

ICOMOS recommends that the examination of the proposed minor modification to the boundary and buffer zone of the component of the Church of Nuestra Señora de la Asunción (Santa Maria), Baroque Churches of the Philippines, Philippines, be **referred back** to the State Party in order to allow it to:

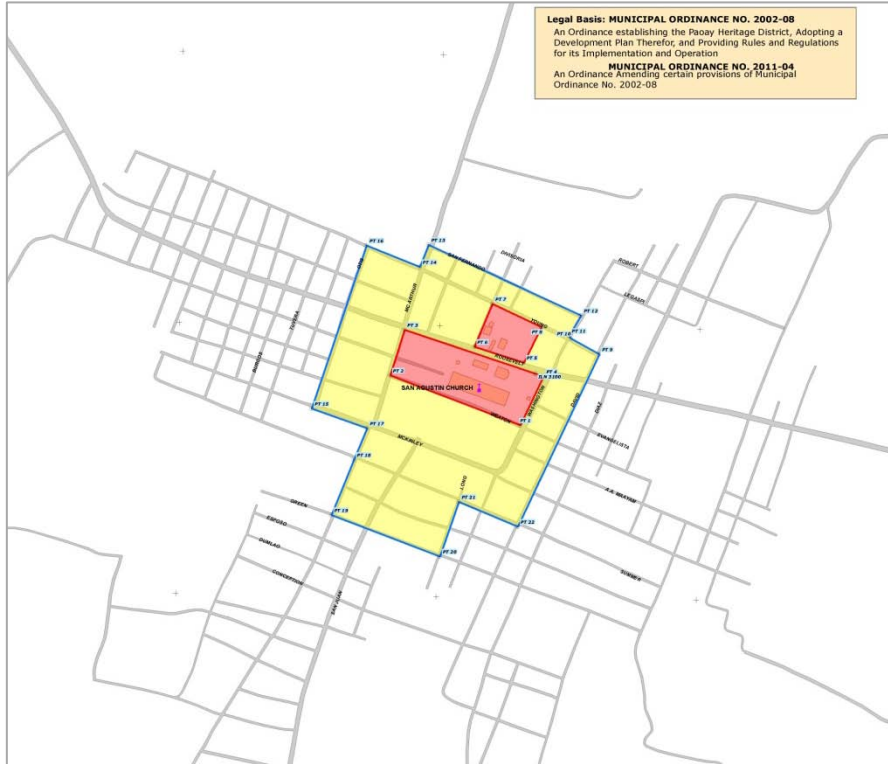
- Justify the reduction of the property along the eastern slopes towards the old Spanish cemetery and provide the rationale for expansion of the boundaries towards the south;
- Expand the buffer zones towards the directions in which the property component is not yet surrounded by a protective buffer zone or to provide justification for the rationale of not establishing buffer zones in the respective areas.



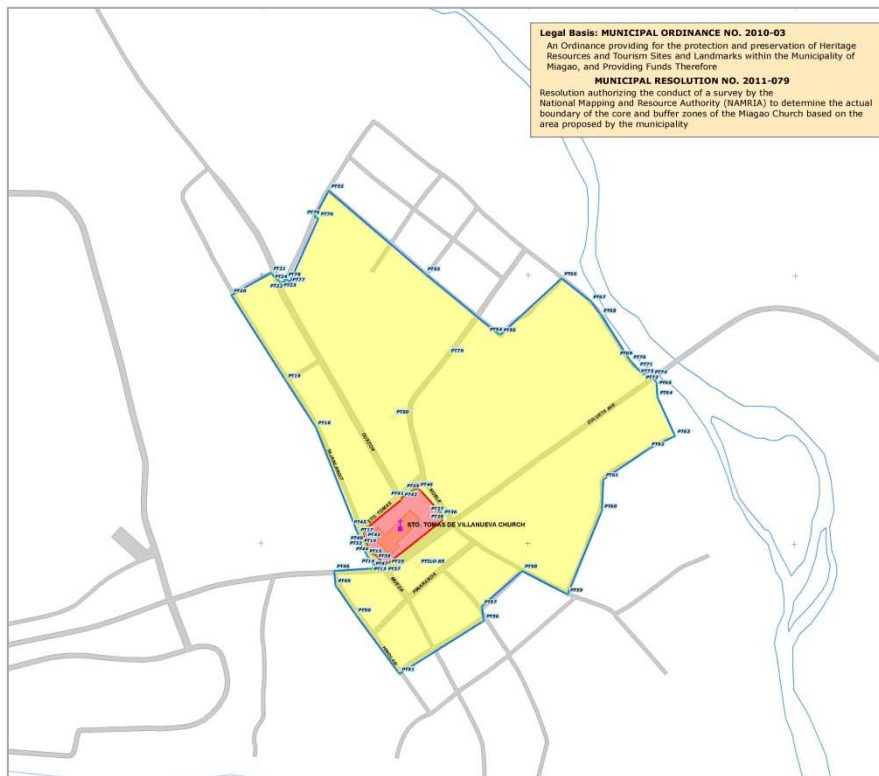
Church of Immaculate Conception of San Agustín, Manila - Map showing the proposed buffer zone



Church of Nuestra Señora de la Asunción, Santa María - Map showing the revised boundaries of the property and the proposed buffer zone



Church of San Agustín, Paoay - Map showing the revised boundaries of the property and the proposed buffer zone



Church of Santo Tomás de Villanueva, Miagao – Map showing the proposed buffer zone

---

## Sacral Complex Zadar (Croatia) No 1395rev

---

### Official name as proposed by the State Party

Sacral Complex on the remains of the Roman Forum in Zadar

### Location

Zadar City, Zadar County  
Republic of Croatia

### Brief description

The Sacral Complex is located on the Roman Forum in the centre of the historic Peninsula of Zadar. The Roman Forum was erected over a period of three centuries and then developed over the next 1700 years to its contemporary composition. As a compendium of various historical architectural periods and different styles of buildings and modes of historical renovation, it forms the religious centre of the city as well as the urban centre of the city's Roman urban design, still visible in its extended orthogonal grid. Key buildings on the site of the Forum are an oratory and a sacristy, built in the 4<sup>th</sup> and 5<sup>th</sup> centuries, the Church of St Donat, the Cathedral of St Anastasia and the Church of St Mary, with its bell tower and capitulary hall, the bishop's palace, as well as the old seminary and the Church of St Elijah.

### Category of property

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

## 1 Basic data

### Included in the Tentative List

1 February 2005

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

None

### Date received by the World Heritage Centre

27 January 2011

31 January 2013

### Background

This is a referred back nomination.

At its 36<sup>th</sup> session (St. Petersburg, 2012), the World Heritage Committee adopted the following decision:

Decision 36COM 8B.28:

*The World Heritage Committee,*

1. Having examined Documents WHC-12/36.COM/8B and WHC-12/36.COM/INF.8B1,

2. Refers the nomination of the Sacral Complex on the remains of the Roman Forum in Zadar, Croatia, back to the State Party in order to allow it to:

a) Consider whether it is possible to review the justification for the nomination on the basis of more substantial evidence to support the idea that the Sacral Complex could be considered exceptional as an ensemble related to the way it developed over time,  
b) Support such a review by a detailed comparative analysis that compares the ensemble with other religious ensembles, including both those inscribed on the World Heritage List and others, to demonstrate that the Sacral Complex has no comparators;

3. Recommends that the State Party give attention to the following:

a) Review the visitor management concept to incorporate larger visitor flows in the historic city and review the carrying capacity of individual buildings, not only in terms of physical visitor impacts, such as humidity, abrasion and vandalism, but also in terms of their atmospheric impacts,  
b) Expand the partnership established for the management of the site to include the relevant authorities responsible for tourism and spatial planning in the historic city,  
c) Implement the traffic exclusion plans for the western part of the historic city and re-utilizing the public space east of the Roman Forum in a way that can contribute to the preservation and enhancement of the historic surroundings,  
d) Expand the buffer zone to protect not only the immediate setting of the Sacral Complex but also the wider setting of the historic peninsula, in particular through inclusion of the urban components along the shores of the peninsula bay,  
e) Develop a conservation plan based on an approach of minimalist intervention,  
f) Develop a risk preparedness strategy, which gives adequate attention to earthquakes, fires and cultural events which attract considerable visitor numbers,  
g) Review the monitoring system and indicators proposed, to allow for anticipation of threats or challenges and adequate monitoring of the property;

4. Also recommends the State Party to invite a consultative mission by ICOMOS as soon as possible.

On 31 January 2013, the State Party provided a revised nomination dossier. This included revised information on:

1. Justification of Outstanding Universal Value
2. Description of the Property
3. Comparative Analysis
4. Visitor Management and risk preparedness

### Consultations

ICOMOS has consulted several independent experts.

### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 9 to 12 September 2011.

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

By letter of 25<sup>th</sup> of February 2013, ICOMOS requested further information from the State Party as to which attributes within the property boundaries reflected the proposed Outstanding Universal Value as an expression of Roman Urban Design, how these compared to other cities based on orthogonal grid systems, and how the urban features of the property were protected and managed.

A response was received on 1<sup>st</sup> of March 2013, which provided responses to all the questions raised. These are considered in the relevant sections below.

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

6 March 2013

## **2 The property**

### **Description**

The Sacral Complex on the remains of the Roman Forum in Zadar comprises religious structures of different historic periods on the Roman Forum of the city of Iader, the second most important city of the Roman province of Dalmatia, which was later named Zadar. The proposed property is 2.13 hectares in size and is surrounded by a buffer zone of 242 hectares. The religious buildings are located on top of the archaeological remains of the Forum, which continues to be the centre of an orthogonal Roman grid system, retained in large parts of the peninsula's contemporary street layout. The visible remains of the Roman Forum, including preserved parts of the original street paving, fragments of Roman columns and walls as well as other architectural fragments presented in an archaeological park, form the oldest parts of the nominated property, dating back to the first three centuries CE.

Among the religious structures built on the Forum is the Episcopal complex, which consists of the cathedral, its bell tower, baptistery, archbishop's palace and seminary, which was built between the 4<sup>th</sup> and the 19<sup>th</sup> centuries. The property further comprises several church structures, including the Church of St. Mary with its bell tower and capitulary hall, the Church of St Donat, and the Church of St. Elijah. These represent a variety of historic architectural styles and approaches to architectural reconstruction.

The cathedral dedicated to St Anastasia was originally built in the 5<sup>th</sup> century. However, after its destruction during the crusader conquest in 1202, it was rebuilt in its present form in the 13<sup>th</sup> century. The sacristy and baptistery retain some earlier remains of the 5<sup>th</sup> century complex, including parts of the walls and parts of the ancient floor with mosaics. Gothic vaulting replaced the original roofing in the 14<sup>th</sup> century. The bell tower annexed to the cathedral is a 15<sup>th</sup> century structure built in a combination of late Gothic and early Renaissance styles.

It remained incomplete until, in 1891, the last two Romanesque-style storeys were added.

The administrative centre of the Episcopal complex is the bishop's palace, originally a building of the 5<sup>th</sup> century but in its present form appearing as it was after renovation in 1829-1832, with no apparent remains surviving from its earlier stages. In the very centre of the Forum is the Church of St Donat, with its circular ground plan and central cylindrical space rising over two storeys. The church is built of small stones and rubble in a rich mortar (*opus incertum*) with six massive pillars. The old seminary, completed in 1748, is of simple and monumental character, built in regular blocks of roughly carved stones. Its importance to the Episcopal complex is demonstrated by its continuous use for educational activities.

The St Elijah Church for the Serbian Orthodox community and the Church of St Mary, which is linked to a Benedictine convent, are two later buildings in the Sacral Complex. The Church of St Elijah was originally a small medieval church, sold to the Orthodox Serbs in 1754. At that time a campanile in simple Baroque style was added and in 1773 the medieval church was demolished and a new church was built in late Venetian Baroque style. St Mary's Church was also initially constructed as a small church in pre-Romanesque times and then remodelled and rebuilt in 1091. It was extended in the Renaissance period and largely rebuilt in 1742-44 before its ceiling was once again destroyed in World War II.

The Sacral Complex also contains the Church of St Mary and its bell tower and capitulary hall. The bell tower, constructed after the victory and peace treaty in Beograd in 1105, remains original for its first two storeys, including early vaulting that rested on two broad crossed belts with a flat rectangular cross-section. The upper storeys of the bell tower are a reconstruction carried out in the years 1438-1453, a very early deliberate facsimile reconstruction of an architectural monument in Europe. The capitulary hall was created as a functional unit along with the bell tower in 1105. As one of the oldest such structures along the Adriatic coast, it survives in its Romanesque layout and architectural elements.

### **History and development**

Zadar was first established in the 7<sup>th</sup> century BC when the earliest settlement was founded by an Illyrian tribe. Roman occupation started in 48 BC, when the city was founded under its Roman name of Jadera or Iader, by Octavius Augustus, its first patron. Under Roman influence Zadar was the second most important city along the Eastern Adriatic coast, after the city of Salona, which was almost completely destroyed during Avar-Slavonic incursions in the early 7<sup>th</sup> century.

In the 4<sup>th</sup> century Zadar was given a new religious core on the site previously occupied by the Roman Forum, which integrated the new Episcopal centre. Little is known of Zadar's early Christian history although Bishop Donat, who resided here in the 9<sup>th</sup> century and who was an envoy of the Byzantine Emperor to Charlemagne, was a very

significant figure. In the 11<sup>th</sup> century this religious complex was expanded along the eastern edge of the Forum, with the construction of the Church of St Mary, an example of early Romanesque style which can also be seen at the northern end of the Forum in the Cathedral of St Anastasia, consecrated in 1175.

The first wave of major destruction of Zadar occurred in 1202 as result of the Crusader-Venetian conquest. The Crusaders looted and razed the city and it was rebuilt in Romanesque style. Zadar subsequently entered into a defensive alliance with Pisa, which also influenced its architectural styles. In 1409 Zadar was sold by King Ladilav of Naples to Venice, to which it belonged until the 19<sup>th</sup> century. During this period the Renaissance-influenced bell tower of the cathedral and the reconstruction of the bell tower of St Mary's Church were built. Also the new St. Elijah Church illustrates Venetian Baroque style. After the fall of Venice, Zadar was ruled by the Kingdom of Austria until 1921, after which it belonged to Italy. At the beginning of the 20<sup>th</sup> century a larger city development scheme, the so-called New Waterfront was implemented and several modern seafront buildings were constructed.

The historic city of Zadar suffered serious damage in 1943 and 1944, when, following Allied bombing, about 60% of the city's historic fabric was destroyed. Destruction, even though at a lower level, also affected parts of the monuments inside the property, such as St Anastasia's Cathedral, the baptistery, and St Mary's Church. After 1945, Zadar became part of the Republic of Croatia, a federal unit within Yugoslavia and was again affected by destruction during the Homeland War of 1991-1995. Following the independence of Croatia in 1995, Zadar has remained the seat of the Roman Catholic Archdiocese of Zadar, and the religious buildings of the Sacral Complex have retained their religious function, with the sole exception of the rotunda of St Donat's Church.

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

#### **Comparative analysis**

The comparative analysis in the revised nomination dossier outlines that the value which is to be compared is the long-standing persistence of the original and public function of the Sacral Complex, which despite repeated destruction managed to persevere and was continuously enhanced according to the relevant new requirements after each phase of destruction. This continuous perseverance is marked by several renovations and reconstructions of both the architectural structures and their religious functions.

It is argued that, whilst in most other cities one specific period is dominant, in Zadar it is the diversity of historical architectural references and styles that marks its uniqueness, characterized by its architectural discontinuity whilst retaining continuity of the original

function. Zadar is said to be shaped by its wars, insurrections and destructions and needs to be compared with other places that withstood similar amounts of destruction in a continuous response of reconstruction and renovation to preserve the original use.

In comparing Zadar with other Roman cities, the revised nomination dossier points out that with few exceptions the fora of Roman times are no longer used as the religious centres of contemporary cities. Exceptions can be found in Damascus, where the Forum is now occupied by the Umayyad Mosque, part of the World Heritage Site Ancient City of Damascus, Syria, inscribed in 1979 (criteria (i), (ii), (iii), (iv) and (vi)), or the Historic City of Trogir, Croatia, inscribed in 1997 (criteria (ii) and (iv)) as well as a number of other cities, some more of which are listed in the comparative analysis. ICOMOS notes that even the construction of the Basilicas of San Francesco and Santa Chiara in Assisi, part of the World Heritage Site Assisi, the Basilica of San Francesco and Other Franciscan Sites, Italy, inscribed in 2000 (criteria (i), (ii), (iii), (iv) and (vi)) redeveloped the main square over the former Forum area containing the Temple of Minerva.

Although not located on a Roman Forum, the Sacral Complex is said to be comparable to the Episcopal Complex of Aquileia in the Archaeological Area and the Patriarchal Basilica of Aquileia, Italy, inscribed in 1998 (criteria (iii), (iv) and (vi)), which is well preserved as an archaeological park but no longer has a comparable function as the religious heart of the city. Differences are also illustrated in comparison with the Episcopal Complex in Poreč, part of the Episcopal Complex of the Euphrasian Basilica in the Historic Centre of Poreč, Croatia, inscribed in 1997 (criteria (ii), (iii) and (iv)), which is recognized for one dominant architectural level of the 6<sup>th</sup> century. Likewise Ravenna, inscribed as Early Christian Monuments of Ravenna, Italy, in 1996 (criteria (i), (ii), (iii) and (iv)) is dominated by its early Byzantine structures.

ICOMOS considers that the comparative analysis has expanded significantly since the first presentation of this nomination and provides useful comparators to various aspects of the Zadar Sacral Complex. It succeeds in establishing that Zadar has retained, on top of a Roman Forum, a continuous religious use for over 17 centuries and illustrated that such a Sacral Centre which transferred the Roman historic cult centre into a continuous religious centre of several historic eras and up to the contemporary city is rare. However, the comparative analysis also shows that such religious continuity is not unique, not even on Roman Forums. In fact, often the religious centres of cities have demonstrated the strongest perseverance after war and destruction and likewise religious centres are often continuously modified and rebuilt. ICOMOS considers that the comparative analysis did not succeed in illustrating in what way Zadar offers a specific uniqueness or exceptional character that doesn't exist in

other sacral centres. ICOMOS further considers that even if such was demonstrated, continuity of a broad category of function (religious) at a specific location may not easily lend itself to a demonstration of Outstanding Universal Value corresponding to the criteria established by the World Heritage Committee.

---

ICOMOS considers that the comparative analysis does not justify consideration of the property.

---

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

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

- The complexity of the Episcopal complex on the Roman Forum, which was successively constructed over almost two millennia, constitutes a distinct value, and illustrates the constant continuity of religious function.
- The Sacral Complex on the Roman Forum is the only example of such a continuous religious function which retains the Roman centre of cult as a contemporary religious centre for the city and is therefore a unique compendium of architectural styles illustrating the persistence of a religious centre despite repeated massive destruction.
- Zadar has preserved the centre of its characteristic Roman urban design based on an orthogonal grid, which despite several later reconstructions and revivals remains the street layout of the city.

ICOMOS considers that the Sacral Complex on the Roman Forum as a the centre of a characteristic Roman urban design which survived until the present, cannot be said to be of Outstanding Universal Value, since the remaining attributes of the orthogonal grid do not seem to surpass that of other cities built in characteristic Roman urban design and it seems that very few features related to this value are included within the property.

With regard to the property's continuous function as a religious centre, ICOMOS acknowledges that few other cities have retained subsequent religious uses on a Roman Forum over several centuries or even millennia, yet it seems that Zadar is not a unique case. The Historic Centre of Damascus for example integrates the spectacular 8th-century Great Mosque of the Umayyads, built on the site of an Assyrian sanctuary which later became the Roman Forum, and which illustrates not only continuity of function but also integration of the earlier architectural structures into the subsequently added religious buildings. ICOMOS considers that it has not been convincingly demonstrated in what way the continuous religious use of the Sacral Complex in Zadar could be exceptional in comparison to other examples already inscribed on the World Heritage List.

#### **Integrity and authenticity**

##### **Integrity**

The integrity of the Sacral Complex on the remains of the Roman Forum in Zadar is judged in relation to its completeness and the adequacy of its size, in particular as it relates to its ability to express all necessary elements of the Outstanding Universal Value proposed by the State Party. The nomination dossier presents the argument that the nominated cultural property is a compendium of various architectural expressions of different historical eras in the historic complex, which are related not only by their location but also by their religious function.

ICOMOS considers that not all of the religious buildings included in the property are strictly speaking located on the Roman Forum. The Church of St. Elijah is located on the capitol and the Church of St. Mary with its bell tower and capitulary hall seems to be located on the *cardo maximus*. With this slight expansion of the property, it is difficult to define which religious complexes should be included to meet integrity and whether for example the Benedictine convent of St. Mary – at present excluded – should be part of the property.

With regard to its value as a centre of Roman urban design, the property cannot meet the condition of integrity as all the key expressions of the Roman orthogonal grid are located outside the property boundaries. ICOMOS further notes that the integrity of the setting has been compromised by the insertion of 20<sup>th</sup> century architectural structures adjacent to the historic complex.

Although the State Party provides assurances that the property is not currently endangered by adverse effects of development or neglect, ICOMOS considers that the use of the area east of the Roman Forum as a parking lot reduces at least the integrity of the urban setting and of the important views to and from it. The State Party provided an official communication from the mayor of Zadar, which emphasized that this public car park is temporary and that archaeological research will be undertaken in the near future. ICOMOS encourages the plans expressed to integrate this part into the larger archaeological context. ICOMOS also notes that expected increases in visitor numbers, likely to occur in the future, may increase pressure to provide additional infrastructure and pose a risk to the continued religious atmosphere of several churches.

##### **Authenticity**

The authenticity of the property is judged in relation to its ability to exhibit the historical context, built form and function, as well as setting and other components and to convey what has been proposed as the Outstanding Universal Value of the property. The State Party emphasises that authenticity of the complex is closely related to its continuity of function despite architectural changes, which is credibly communicated in the complex's testimony of continuous growth and the variety of the representations and features.

ICOMOS considers that for a group of buildings which combine architectural structures of such a variety of historical styles and centuries, authenticity in material, form, design and workmanship can only be judged in relation to the respective latest reconstruction of these structures, some of which date to the 19th and 20th centuries. Authenticity in use and function is largely retained with the exception of St. Donat's Church. ICOMOS considers that, based on the emphasis on continuous religious use of the complex presented by the State Party, it is problematic that St Donat's, one of the historic key structures of the complex, lost its religious function in the first half of the 20<sup>th</sup> century and is now used as a concert hall. ICOMOS notes in particular that recent performances involving heavyweight objects suspended from the vaults and roof structures are likely to affect the status of the historic architecture and may lead to damage or even collapse. ICOMOS recommends abandoning this type of performance to ensure safety for the building and its visitors.

---

ICOMOS considers that the conditions of integrity and authenticity have not been met to an adequate extent.

#### **Criteria under which inscription is proposed**

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

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

This criterion is justified by the State Party on the grounds that the urban planning of the city of Zadar is marked by the interchange of values of Roman city design, in particular as it was constructed over almost two millennia, whilst retaining the Roman orthogonal grid with its dimensions and architectural proportions.

ICOMOS considers that the superimposition of an Episcopal complex on a former Roman Forum does not in itself constitute an interchange with the values of Roman urban planning and that the nominated property does not include a significant enough section of the Roman street plan to illustrate values related to Roman city design.

ICOMOS further considers that a process of gradual architectural development through repeated rebuilding and reconstruction in one particular location cannot be considered an interchange of human values over a span of time.

---

ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that the Sacral Complex was created over a period of two millennia and was remodelled, built upon and rebuilt again, every time exhibiting the highest architectural qualities and artistic styles of its specific time. The complex accordingly is said to provide testimony to a centre of public and spiritual life during the city's gradual transition from a Roman colony to an early centre of Christianity, a medieval city and up to the present day.

ICOMOS considers that a variety of historic eras referenced in the nomination, including Byzantine, Romanesque and others, cannot be considered as cultural traditions in relation to this criterion. In particular criterion (iii) usually recognizes a specific cultural tradition or civilization and not a variety of historical eras and peoples, including a variety of Christian church communities. ICOMOS therefore considers that the evolution or continuity of a place over time as well as its stratified nature over two millennia cannot be recognized under this criterion.

---

ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that the interweaving and permeation of time and space in the components of the Sacral Complex is an outstanding example of a complex ensemble in a unique architectural format.

ICOMOS considers that the Sacral Complex, as result of its evolution based on rebuilding and reconstruction, combines a variety of incoherent architectural styles and structures and cannot therefore be considered an outstanding architectural ensemble which illustrates a significant stage in human history. With regard to the property's function as an exceptional centre of Roman urban design, this criterion cannot apply, given that most features of the urban typology are located outside the property boundaries and its exceptionality in comparison to other examples has not been demonstrated.

---

ICOMOS considers that this criterion has not been justified.

---

In conclusion, ICOMOS does not consider that the conditions of integrity and authenticity have been met, nor that the criteria have been demonstrated.

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

Tourism numbers are expected to increase by an average of 3-5% per year, which in the medium and long-term will



generate considerable tourism pressures. Although at present no new tourism-related infrastructures are foreseen, it is likely that further development requirements related to tourism will occur in the future. As outlined in the Management Plan provided, large-scale tourism is already a source of pressure and the amount of accommodation provided in the historic core is not sufficient to meet the demand.

ICOMOS considers that Zadar is regularly visited by cruise ships and that during peak visiting hours the visitor numbers are likely to affect the religious atmosphere and continuous religious function of some of the churches. ICOMOS recommends carrying out a study of the carrying capacities of individual buildings, both in terms of physical visitor impacts, such as humidity, abrasion and vandalism, but also in terms of atmospheric impacts and as a source of noise and disruption, as is already being done for the bell tower and capitulary hall of St Mary's.

Vehicular access to the property constitutes a major source of pressure. However, the City of Zadar is committed to controlling vehicular access and the banning of vehicular traffic is anticipated in the south-western part of the Peninsula. ICOMOS recommends that the new traffic strategies presented, both the traffic restrictions and the conversion of the parking space south-west of the Forum, are implemented at the earliest opportunity.

In the outer margins of the property as well as its buffer zone the density of the architectural fabric poses a risk of fire. Zadar is also at high risk of earthquakes and has been marked as falling under category 8 of the Medvedev-Sponheuer-Karnik scale, which indicates that highly destructive earthquakes may occur. One major earthquake occurred in the 6<sup>th</sup> century AD as documented by archaeological evidence. The State Party highlights that recent structural consolidations carried out and ongoing conservation measures have taken note of this risk and are being implemented following tremor resistant strategies and technologies. A risk preparedness study for the entire city of Zadar was conducted in 2009. This study contains sections related to the cultural heritage properties which are being followed.

Although ICOMOS considers that climate change does not pose any immediate risks, long-term changes leading to a higher frequency of winter storms may increase the risk of flooding and that Zadar, like other seafront cities, may be affected by long-term sea level rises.

---

ICOMOS considers that the main threats to the property are increased tourism pressures, both with regard to visitor numbers and infrastructure demands, as well as fires and earthquakes.

---

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

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

The boundaries of the nominated property are tightly drawn around the complex and mostly correspond to the outer walls of the architectural structures or the outer limits of the Forum.

The urban features described in the justification of Outstanding Universal Value and especially the role of the Forum as centre and reference for the orthogonal grid system of the urban design are not presently included inside the property boundaries. No information is provided in the nomination dossier on the residential buildings on the capitol and it is unclear whether they make a significant contribution to the proposed significance of the property.

The buffer zone covers the entire Zadar Peninsula, a square section of sea around it and extends to the bay to its east where it also covers the first row of houses along the seafront. ICOMOS considers that compared to the buffer zone initially proposed the delimitation is now adequate.

---

In conclusion, ICOMOS considers that the boundaries of the nominated property are adequate in relation to the continuous religious function and that the buffer zone designated is satisfactory.

---

### **Ownership**

The church structures and annexed buildings belong to the religious communities, i.e. the Archdiocese of Zadar, the Benedictine Convent of St Mary and the Serbian Orthodox Church. The street spaces and archaeological zones of the Roman Forum belong to the city of Zadar and the residential buildings on the capitol belong to private individuals.

### **Protection**

The historic city of Zadar and its peninsula are designated as a cultural property according to the Law on the Protection and Preservation of Cultural Properties (69/99 and 157/03). It is inscribed on the list of cultural properties of national importance under registration number Z-3409 of 2007. Within the larger urban preserve, individual architectural structures enjoy the status of national cultural properties through their designation as individual monuments. Within the nominated property these are the Episcopal complex on the (Roman) Forum (Z-759, 2003), the Church of St Mary with Benedictine Convent (Z-741, 2003) and the Church of St Elijah (Z-762, 2003).

The legal protection at national level, as well as the specification in the Spatial Plan of the city of Zadar (2009) provides for constant control by the Ministry of Culture, Directorate for the Protection of Cultural Heritage, Conservation Department in Zadar (KZD). It is responsible for approval of any intended changes to the property or its

environment. The buffer zone has been enlarged according to the ICOMOS recommendation and is subject to the protection of a 1000 meters zone into the sea defined as part of the protective designation for the historic peninsula.

---

ICOMOS considers that the legal protection in place is adequate for the property and the buffer zone.

---

### Conservation

The most recent records and inventories are held by the Conservation Department in Zadar (KZD), which contain the state of conservation of all listed buildings. According to the legal provision of article 53 of the Law on the Protection and Preservation of Cultural Properties inventories are to be updated at least every five years.

The overall state of conservation is acceptable, although several of the nominated structures have been built very recently and therefore the state of conservation would not usually be expected to illustrate any deficiencies. A new roof was added to St. Anastasia's Church in the 1980s and the external facades were rebuilt at that time. Likewise the sacristy and the baptistry were renovated or rebuilt in the 1980s. The bell tower, mostly built in the 15<sup>th</sup> century and completed in 1892, is in good condition.

The Church of St. Donat was thoroughly renovated in the 1960s and 1980s, but suffers from rising damp visible on the inner walls. The internal plaster flakes off as a result. The bishop's palace, a structure of the early 19<sup>th</sup> century was renovated between 2008 and 2010 and the seminary was renovated in the 1990s. The Church of St Mary was partly reconstructed in the 1970s. However, its bell tower, which in its lower storeys retains the 12<sup>th</sup> century and, in the upper storeys, the 15<sup>th</sup> century structures, has not undergone any major renovation or conservation treatment and seems in good condition.

A major programme was completed in 2010 with the renovation of the bishop's palace. At present conservation works are underway at the bell tower of St Anastasia's Cathedral, especially the wooden gothic stalls and the mosaics in the sacristy.

In ICOMOS' view, many of the conservation measures carried out during past decades had a tendency to involve measures aimed at a holistic and pleasing appearance for the monuments. In several cases these measures could have been more discrete and sensitive to the historic fabric and ICOMOS recommends opting for a more minimalistic approach in future conservation activities.

---

In conclusion, ICOMOS considers that the property has been subject to wide-ranging conservation activities and ICOMOS recommends that future conservation activities should be more discrete. The State of Conservation of the property is acceptable.

---

### Management

Management structures and processes, including traditional management processes

The management of the property is coordinated by the competent agency of the Ministry of Culture, the Conservation Department in Zadar (KZD). Strategies are developed in cooperation with the Archaeological Museum in Zadar, the Chairs of History, Archaeology and Art History at Zadar University, the Croatian Restoration Institute, and the religious institutions who are owners of some of the properties.

The Conservation Department in Zadar (KZD) has developed a Management Plan to guide vision, strategies and actions amongst the partners. ICOMOS in its previous evaluation noted with concern the absence of the urban planning and physical development departments of the municipal administration as well as tourism authorities. The revised nomination contains an inserted sentence listing these as management partners.

The State Party foresees the preparation of an emergency response plan in the event of natural disasters, which is scheduled to be finalized in 2017. The revised nomination dossier does not provide any information on risk preparedness in relation to cultural performances in the historic buildings, which often attract large visitor numbers. ICOMOS considers that a risk preparedness strategy needs to be developed which gives adequate attention to earthquakes, fires and the impacts of cultural events.

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

The Management Plan was developed for the purpose of the World Heritage nomination and compiled by the Conservation Department in Zadar (KZD). It analyses in much detail the present situation of the property and provides a vision, objectives as well as a plan of major actions scheduled until 2020. ICOMOS notes that the management and action plan is exclusively limited to planned interventions on the property and does not address the wider management context of tourism activities and industries, spatial development and housing concerns as well as wider strategic and administrative aspects. ICOMOS accordingly recommends expanding the management focus and creating a management body which can include all aspects that affect, both in the short and long-term, the preservation of the property.

Visitor management should not only consider the presentation of the nominated components to visitors but equally take into account visitor movements and flows as well as opportunities for revenue and benefits for the local community. ICOMOS notes that no specific annual budget is dedicated to the management of the nominated property and recommends that apart from the budgeting of one-off costs for specific restoration projects and other interventions, a continuous annual budget for property

management and monitoring be established, to ensure long-term management continuity.

The management presented seems effective with respect to the immediate maintenance and management of the historic buildings. However, to incorporate the wider context that affects the preservation of the nominated property, including tourism, traffic, spatial development and risk preparedness, the management initiative needs to be enlarged to include additional partners.

#### Involvement of the local communities

Despite a total of 5,800 inhabitants living within the property and the buffer zone, the nomination dossier does not give details of any active processes of community participation. ICOMOS considers that a more community-driven management process, drawing in particular on the religious communities, would be an asset.

---

In conclusion, ICOMOS considers that the management system for the physical structures on site is adequate but that the management processes should be expanded to a wider context affecting the property, including tourism and spatial development.

---

## 6 Monitoring

The monitoring system presented contains a set of eight indicators on a rather general level. ICOMOS considers that these indicators are too general and not adequate to measure the quality of site preservation and management. They are, furthermore, largely inadequate to assess risks and challenges that may emerge, or to assess the appropriateness of the current management objectives. ICOMOS considers that the monitoring system proposed requires revision.

---

ICOMOS recommends that the monitoring system and indicators proposed should be expanded to allow for anticipation of threats and challenges as well as adequate monitoring of the property.

---

## 7 Conclusions

The Sacral Complex on the remains of the Roman Forum in Zadar presents a nomination of several religious buildings of distinct historical periods which share a continuous functionality as religious centres of the city. ICOMOS considers that the justifications provided to demonstrate the Outstanding Universal Value of the property in relation to its continuous religious use over millennia and its role as a centre of the Roman urban design of Zadar have not made a strong case for the uniqueness or exceptionality of the property.

ICOMOS commends the State Party for its efforts in exploring alternative ways to present a potential Outstanding Universal Value for the property. However,

merely the communality of religious structures in the same physical vicinity, built over 19 centuries, does not seem sufficient to demonstrate any of the criteria proposed, even if this religious functionality persevered despite several destructions and reconstructions over time. The comparative analysis presented is comprehensive but also serves to illustrate the number of comparable sites without succeeding in establishing that the unique features in which Zadar differs from these could be considered as having Outstanding Universal Value.

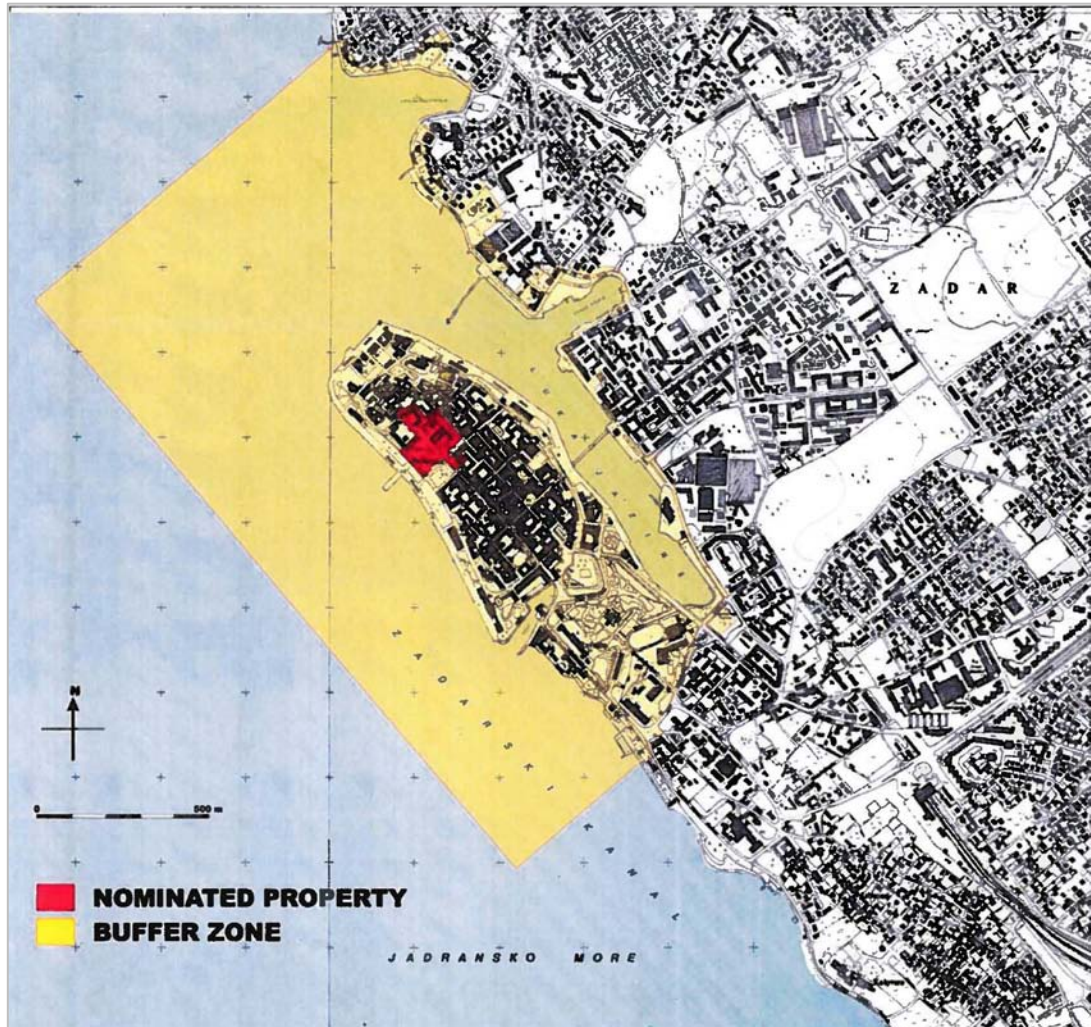
ICOMOS remains concerned by the recent date of construction of several parts of the religious structures which makes it difficult to consider the authenticity of the site in any context except function. ICOMOS therefore considers that on the basis of the information provided in the revised nomination dossier, the property does not adequately meet the conditions of authenticity and integrity. It furthermore does not demonstrate any of the proposed criteria and accordingly Outstanding Universal Value cannot be justified.

ICOMOS considers that the boundaries of the property and buffer zone are adequate. ICOMOS considers that several of the conservation and rehabilitation projects carried out in the past were quite extensive and recommends consideration of more discrete approaches that are sensitive to the remaining historic fabric for any future conservation activities.

In terms of site management, ICOMOS considers that, whilst the Management Plan submitted and the activities of the Conservation Department in Zadar (KZD) address well the current challenges to the physical structures of the religious buildings, the management system would benefit from an expansion towards the wider context of the site's management, including visitor management as well as spatial development considerations. In this context ICOMOS recommends that the monitoring system and indicators are strengthened to allow for anticipation of any potential threats or challenges.

#### **Recommendations with respect to inscription**

ICOMOS recommends that the Sacral Complex on the remains of the Roman Forum in Zadar, Croatia, should **not be inscribed** on the World Heritage List.



Map showing the revised boundaries of the nominated property



General view of the nominated property



Aerial view of the remains of the Roman forum and the episcopal complex



The episcopal complex



Church of St Mary and the Benedictine convent

---

# Historic Centre of Saint Petersburg (Russian Federation) No 540bis

---

## 1 Basic data

### State Party

Russian Federation

### Name of property

Historic Centre of Saint Petersburg and Related Groups of Monuments

### Location

St Petersburg Region  
Russian Federation

### Inscription

1990

### Brief description

The 'Venice of the North', with its numerous canals and more than 400 bridges, is the result of a vast urban project begun in 1703 under Peter the Great. Later known as Leningrad (in the former USSR), the city is closely associated with the October Revolution. Its architectural heritage reconciles the very different Baroque and pure neoclassical styles, as can be seen in the Admiralty, the Winter Palace, the Marble Palace and the Hermitage.

### Date of ICOMOS approval of this report

6 March 2013

## 2 Issues raised

### Background

The property was inscribed in 1990 on the basis of criteria (i), (ii), (iv) and (vi). It is a serial property formed by 136 components, among which only the Historic Centre of Saint Petersburg enjoyed defined boundaries since the time of inscription, whilst for all other components, no clear limits were established.

In 2006, following a joint WHC/ICOMOS mission to the property undertaken to examine its state of conservation, the World Heritage Committee requested the State Party to submit to the World Heritage Centre a precise definition of the boundaries of the inscribed components and of their respective buffer zones, as well as a proposal for the modification of the boundaries of the World Heritage Property (WHC decision 30COM 7B.78).

Between 2007 and 2009, the State Party submitted to the World Heritage Centre cartographic documentation of the inscribed property in which the delimitations of the boundaries of the Historic Centre of St. Petersburg (property component no. 540-001) were significantly

different from those presented at the time of inscription. In 2009 a WHC/ICOMOS reactive monitoring mission invited by the State Party confirmed the considerable discrepancy between the boundaries of component 540-001 of the property at the time of inscription and the newly proposed ones.

At its 33<sup>rd</sup> session (Sevilla, 2009), the World Heritage Committee noted this difference and encouraged the State Party to submit a formal request for a significant boundary modification. Equally the Committee noted that the proposed buffer zone did not encompass "*the landscape setting of the property and in particular the panorama along the Neva*" and requested the State Party to formally submit a reconsidered buffer zone to the World Heritage Centre. The World Heritage Committee also invited the State Party to establish an international expert group on the St Petersburg Retrospective Inventory, providing the necessary funds for this activity.

A second joint WHC/ICOMOS reactive monitoring mission was carried out in March 2010: this recognized that the original nomination dossier contained several inaccuracies and errors but also confirmed the substantial difference between the boundaries defined at inscription and those submitted in 2009.

At its 34<sup>th</sup> session (Brasília, 2010), the World Heritage Committee acknowledged the mission recommendations. It requested the State Party: 1) to compare the situation of the components of the inscribed property as presented in the 1990 nomination dossier with their current real situation; 2) to clarify the boundaries of each component and its elements on a cadastral map. Additionally, the Committee requested the State Party to explore two options for the boundary clarification/modification: a) reduce the boundaries of the 1990 inscription and re-nominate the property; b) retain the boundaries of the 1990 inscription and modify accordingly "the national legal status of the property to allow the serial site to be recognized as a single entity" (WHC decision 34COM 7B.95). The World Heritage Committee, while regretting that the issues of the property boundary clarification/modification and of the buffer zone definition were not addressed by the State Party, also suggested the organization of an international expert forum in Saint Petersburg to evaluate the proposals concerning the property boundaries and its buffer zones.

At its 35<sup>th</sup> session (Paris, 2011), the World Heritage Committee noted the information received on the planned organization of an international expert forum and requested the State Party to submit to the World Heritage Centre all relevant information on the outcomes of the forum.

In 2012, within the framework of the State of Conservation report, the State Party transmitted the results of the international expert forum and documentation according to which it opted for the retention of the boundaries of the 1990 inscription and proposed a cartography in which the

limits of the inscribed property were similar to the 1990 ones.

The established International Expert Working Group met in 2012 and noted the progress made in the boundary clarification process. To ensure the appropriate framework for the protection and management of the inscribed property within the Russian legal system, particularly for the Historic Centre of Saint Petersburg and the Historic Part of the Town of Kronstadt, the Group noted that it was urgent to give both properties the juridical status of 'remarkable sites' according to the phrasing of the Russian legislation. This needs to be preceded by the definitive determination of the boundaries of the property components. The present request for minor boundary modification is therefore a preliminary step towards strengthening the protection of the property.

### **Modification**

Following submission of the documentation which was required to clarify the boundaries of the inscribed property in December 2012, the State Party sent on 31 January 2013 a request for a minor boundary modification concerning the major component of this serial nomination - the Historic Centre of Saint Petersburg (component 540-001) – whilst no modification has been proposed for the Historical Part of the Town of Kronstadt (component 540-002) nor has a formal proposal for the establishment of a buffer zone for component 540-001 been put forward in coordination with the minor modifications of its limits. However, the annexed maps include the delineation of buffer zones for the property components and the minor boundary modification dossier also mentions the buffer zone for component 540-001.

As inscribed, the area of the property component 540-001 covers 4,034.3ha; the proposed modification, which includes both minor extensions and reductions, reduces the size of the area to 3,934.1ha. However, no information is provided on the size of the areas indicated as buffer zones nor have they been completely included in the submitted maps.

The State Party explains that the rationale for the proposed minor boundary modification is based on a multi-year historical-cultural study carried out by the State Party on the Historic Centre of Saint Petersburg, to investigate the OUV of the property and its attributes. The research consisted of analyses of historic sources, of the city structure and spaces, of its landscape and an inventory of the most significant views.

On the basis of this study, protection zones within the Historic Centre of Saint Petersburg have been defined and in 2009 the Saint Petersburg Law no. 820-7 regulating the boundaries of these zones and their respective regimes for land use was approved. The zones identified through the aforementioned study better reflect the OUV of the property component, although their boundaries present minor discrepancies with those of the property as submitted for nomination in 1990. However, the 1990 boundaries presented a number of inaccuracies and

inconsistencies (e.g. elements no longer existing were included in the list) which it was necessary to amend, and this has been clarified on various occasions with the World Heritage Centre and ICOMOS.

The Law establishes several protection zones with differing and decreasing restrictions in land use, according to the specificities of each area. The area with the strictest protection regime is a conservation (CZ) zone, articulated in CZ1 and CZ2, corresponding respectively to areas particularly sensitive due to their richness in heritage buildings, historic urban structure, quality open spaces, panoramas, or their cohesive historic environment, and to areas surrounding heritage buildings. Here new construction is prohibited and commercial activity restricted. Lighter protection zones consist of development and economic-activity (DRZ) zones, articulated in DRZ1 and DRZ2. The first corresponds to areas associated with the historic planned ensembles and characterized by a high degree of conservation, whilst the DRZ2 zone comprises districts distinguished by modern development or the urban form of which is still incomplete. The latter zone constitutes the setting of the inscribed property and the envisaged land use regimes are meant to ensure an unobstructed and coherent visual perspective from the historic Centre.

Taking into account the recommendations of the International Expert Working Group established in 2011, after its meeting in 2012, the State Party has now submitted a request for a minor boundary modification for the inscribed property component 540-001. The proposal envisages the expansion of the boundaries to include within the perimeter of the inscribed property the entirety of both the CZ and DRZ1 zones; heritage properties protected for their federal or regional value and other properties identified for their cultural value; and minor reductions to exclude portions of the DRZ2 zone from the limits of the inscribed property, with a view to use the DRZ2 zone as a basis for the definition of a buffer zone.

According to the State Party, the proposed minor boundary modification would correct inexactitudes and inconsistencies of the property delimitations as determined at the time of inscription and improve the coherence between the Outstanding Universal Value of the property component and its physical consistency, by including all areas directly contributing to the expression of the OUV and excluding non-contributory parts, previously included within the property. Additionally, the proposed modifications would ensure the congruence to its fullest possible degree between the boundaries of the inscribed property and those of the protection zones established in 2009 under the Saint Petersburg Law no. 820-7, thus granting to the property the best protection within the national and regional legal framework.

The State Party informs that, in terms of management, the property component 540-001 is currently managed under the Federal Law no.73-FZ issued in 2002 "On Cultural Heritage Properties (Landmarks of the History and Culture) of the Peoples of the Russian Federation" and



under the Saint Petersburg Law no. 820-7 issued in 2009. The Russian Federation also specifies that protection zone limits established under Law no. 820-7 will be adjusted so as to encompass all parts which have been recommended by the Working Group for inclusion within the limits of the property and which, on the contrary, were not covered by the protection regimes when they were established. According to the State Party, the proposed boundary modification will improve the management of the property, in that it forms the basis for its inclusion in the Unified State Register of the Cultural Heritage Properties of the Peoples of the Russian Federation.

ICOMOS observes that the proposal of minor boundary modification for the Historic Centre of Saint Petersburg is the result of a complex process that began in 2006, at the time of the WHC/ICOMOS joint mission, and will continue in future years so as to address the boundary issue of the entire serial property and of its buffer zones.

ICOMOS notes that the proposed minor boundary modification has been based on the historic-cultural studies carried out between 2004 and 2008. In detail, the proposals for both minor extensions and reductions are well motivated.

Boundary expansions will include only regulated areas, the integrity of which is maintained; additionally portions of heritage ensembles that in 1990 were separated with no reason, will be included, thus re-establishing their integrity. Similarly, areas which are integral parts of the setting of monuments and which were originally excluded from the property will be included within the modified limits, so as to reconnect these monuments with their setting. Finally, sections of the opposite bank of the river have been included to ensure the unity of the fluvial urban landscape.

According to the *Operational Guidelines for the Implementation of the World Heritage Convention* reduction of the size of inscribed properties should be examined under the minor boundary modification procedure only in exceptional circumstances.

ICOMOS considers that, in this specific case, the proposed boundary reductions appear minor, adequately justified and intended to reinforce the Outstanding Universal Value of the property, and therefore examination under the procedure for minor boundary modifications is justified.

ICOMOS notes that parts, included since 1990, that did not present specific cultural value or have been compromised since then by new constructions are proposed for exclusion and shall in the future be included in the buffer zone. In some cases, the modifications are intended to obtain perfect coincidence of boundaries with those of a protected monument/ensemble or with geographic or urban limits.

ICOMOS notes that the proposed boundary modifications concern areas which are already covered by protection regimes, except for very limited portions (see MBM

dossier p. 5), which, however, the State Party assures will be included within the appropriate 2009 protection zone regimes. ICOMOS concurs with the State Party that the proposed minor boundary modification will establish adequate conditions to improve the property protection and management but regrets that no formal proposal for the establishment of a buffer zone for the property component 540-001 has been submitted in coordination with the minor boundary modification request.

To ensure the complete protection of the property component as modified by the present boundary modification proposal, ICOMOS considers that the following steps are necessary and urgent: 1) adjustment of the limits of the protection zones defined in 2009 in all the small portions where they do coincide with the proposed modified property boundaries, (i.e., where modifications were recommended by the International Expert Working Group in 2012); 2) establishment of a buffer zone for Saint Petersburg on the basis of the 2004-2008 historic-cultural study and of the 2009 DR22 zone protection regime.

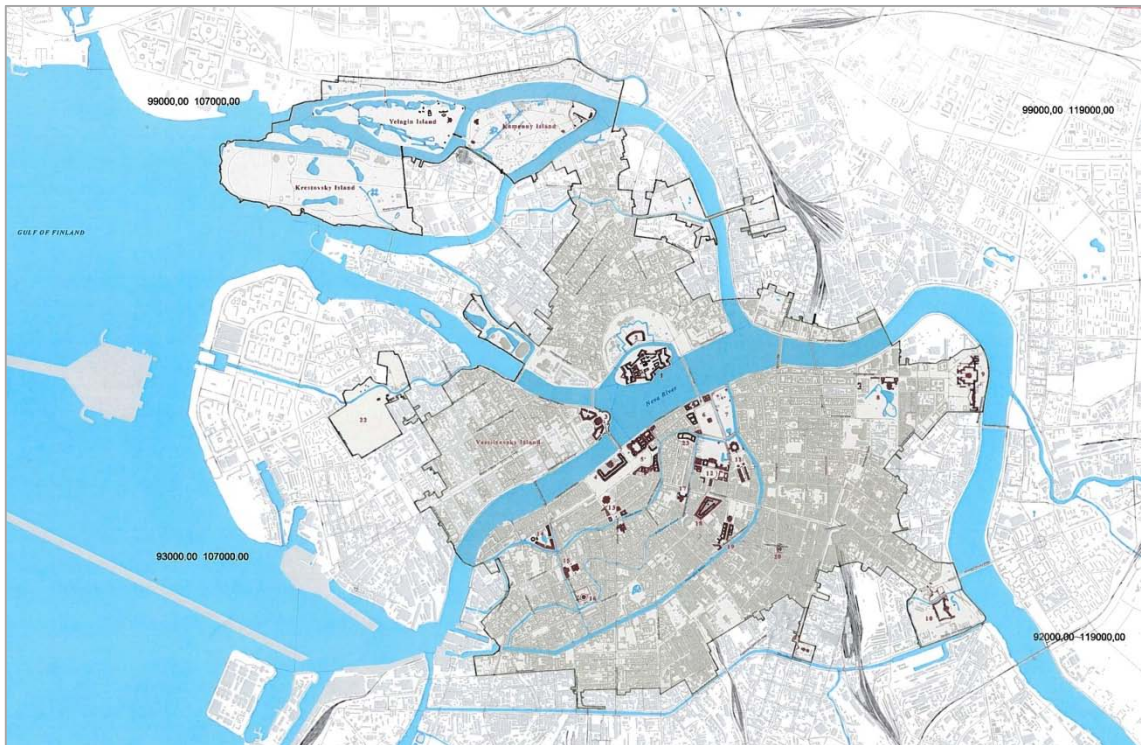
### 3 ICOMOS Recommendations

#### Recommendations with respect to inscription

ICOMOS recommends that the proposed minor modification to the boundary of the Historic Centre of Saint Petersburg and Related Groups of Monuments, Russian Federation, be **approved**.

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

- Slightly modifying the protection zones established according to the Saint Petersburg Law no. 820-7 where necessary to cover with the appropriate regime (CZ or DRZ1) those small portions of territory that are proposed to be included in the inscribed property and are currently not covered by the appropriate level of protection (CZ or DRZ1) regime;
- Establishing a buffer zone based on the DR22 zone according to an agreed timeframe, considering the reiterated requests made by the World Heritage Committee since its 30<sup>th</sup> Session for boundary clarifications and the need for a robust protection of the cultural historic setting of component 540-001;
- Modifying the juridical status of the property component "Historic Centre of Saint Petersburg" within the Russian legal framework to become a 'remarkable site' and modifying the detailed provisions of the protection zone regimes established in 2009 by the Saint Petersburg Law no. 820-7 in order to better detail and differentiate them;
- Developing a comprehensive management framework for the entire inscribed property, together with a management plan, on the basis of detailed urban and safeguard plans for the Historic Centre of Saint Petersburg, to be elaborated as early as possible.



Map showing the revised boundaries of the property

---

## Amiens Cathedral (France) No 162bis

---

### 1 Basic data

**State Party**

France

**Name of property**

Amiens Cathedral

**Location**

Region of Picardy, Department of the Somme

Municipality of Amiens

**Inscription**

1981

**Brief description**

Amiens Cathedral, in the heart of Picardy, is one of the largest "classic" Gothic churches of the 13th century. It is notable for the coherence of its plan, the beauty of its three-tier interior elevation, and the particularly fine display of sculptures on the principal facade and in the south transept

**Date of ICOMOS approval of this report**

6 March 2013

### 2 Issues raised

**Background**

The property was inscribed in 1981 without any buffer zone, but it is protected by the 500 metre perimeter zone stipulated in the French Law on Historic Monuments. This protective perimeter was subsequently extended, in 2007, to include the three straight avenues which, from the south, converge towards the property and provide privileged vistas for a distance of some two kilometres.

In its decision of 2011 (35COM 8D), the World Heritage Committee asked the State Party to clarify the boundaries and areas of the property, in response to the retrospective inventory. The State Party responded to this request by sending a map which specified the boundaries of the inscribed monument and its area (1.37ha).

**Modification**

On 1<sup>st</sup> February 2012 the State Party sent a series of maps indicating the situation of the property and its environs. The State Party proposes a buffer zone with a total area of 115ha, duly mapped out, which incorporates the existing extended zone of legal protection.

The proposed buffer zone is provided with a protective mechanism under the terms of the French Heritage Code; the modified protection perimeter (PPM).

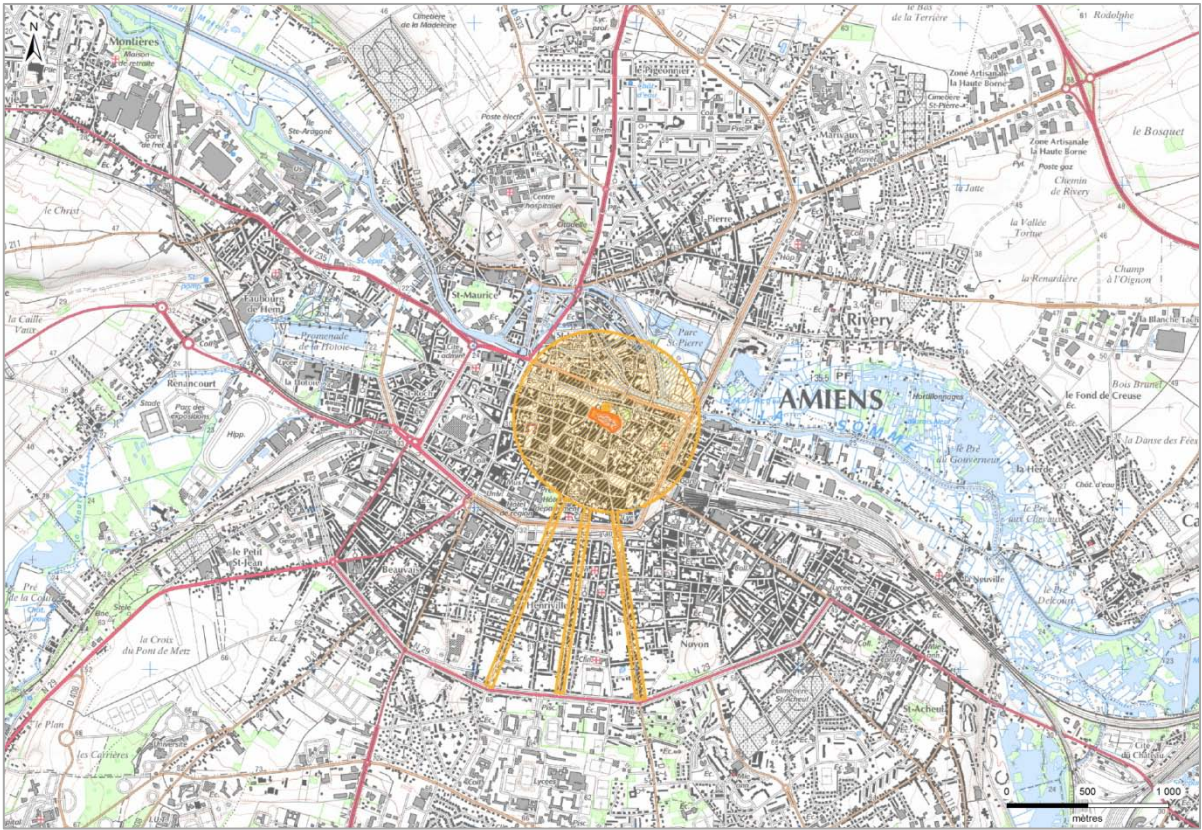
Within this perimeter all construction work within the field of visibility of the monument is also subject to the assent of the Architect of the Buildings of France. However, outside the field of visibility, an application for authorisation of works is sent to the administrative authority, which makes its decision after obtaining the advice of the Architect of the Buildings of France.

ICOMOS considers that the proposed buffer zone is a coherent whole that encompasses the property and protects the privileged vistas along the southern access routes.

### 3 ICOMOS Recommendations

**Recommendations with respect to inscription**

ICOMOS recommends that the proposed buffer zone for Amiens Cathedral, France, be **approved**.



Map showing the boundaries of the proposed buffer zone

---

## Bourges Cathedral (France) No 635bis

---

### 1 Basic data

#### State Party

France

#### Name of property

Bourges Cathedral

#### Location

Central Region, Department of Cher  
Municipality of Bourges

#### Inscription

1992

#### Brief description

The Cathedral of St. Etienne of Bourges, built between the late 12th and late 13th centuries, is one of the great masterpieces of Gothic art, and is admired for its proportions and the unity of its design. The tympanum, sculptures and stained-glass windows are particularly striking. Apart from the beauty of the architecture, it attests to the power of Christianity in medieval France.

#### Date of ICOMOS approval of this report

6 March 2013

### 2 Issues raised

#### Background

The property was inscribed in 1992 without any buffer zone, but it is protected by the 500 metre protective perimeter stipulated in the French Law on Historic Monuments, and, since 1994, by a complementary "safeguarded sector" of 58ha.

In its decision of 2011 (35COM 8D), the World Heritage Committee asked the State Party to clarify the boundaries and areas of the property, in response to the retrospective inventory. The State Party responded by sending a map, specifying the boundaries of the inscribed monument and its area (0.85ha).

#### Modification

On 1st February 2012 the State Party sent a series of maps setting out the situation of the property and its environs. The State Party is proposing a buffer zone with a total area of 105 ha, duly mapped out, which incorporates and merges the two existing legal protection zones.

The proposed buffer zone is provided with two protection mechanisms:

- The safeguarded sector with its safeguarding and enhancement plan, approved in 1994. All work in this sector is subject to the assent of the Architect of the Buildings of France, and is thus under the control of the French state;
- The protection perimeter, a public utility easement appended to the local town development plan, in the vicinity of the cathedral, in the part not covered by the safeguarded sector. Inside this perimeter, works located within the field of visibility of the monument are also subject to the approval of the Architect of the Buildings of France. However, outside the field of visibility, an application for authorisation of works is sent to the administrative authority, which makes its decision after obtaining the advice of the Architect of the Buildings of France.

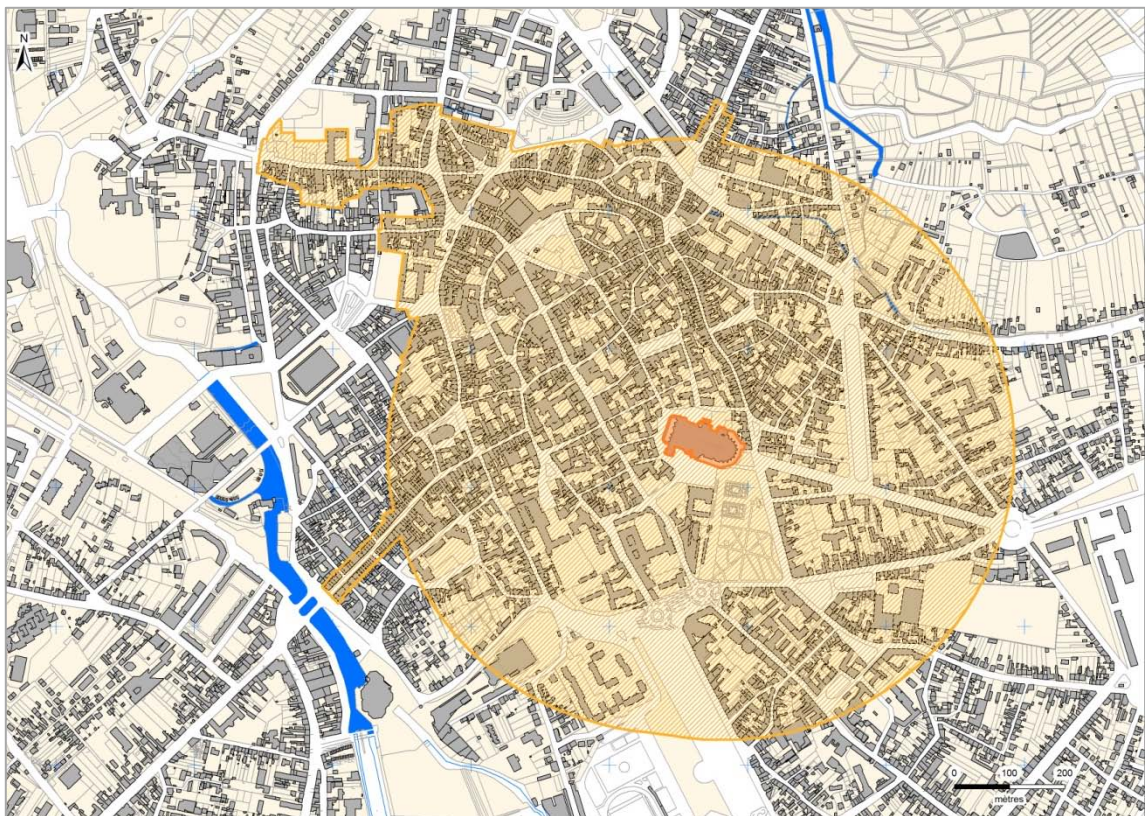
ICOMOS considers that the buffer zone proposed by the State Party constitutes a coherent and unified whole around the property.

### 3 ICOMOS Recommendations

#### Recommendations with respect to inscription

ICOMOS recommends that the proposed buffer zone for Bourges Cathedral, France, be **approved**.

/



Map showing the boundaries of the proposed buffer zone

---

# Aachen Cathedral (Germany)

## No 3bis

---

### 1 Basic data

**State Party**  
Germany

**Name of property**  
Aachen Cathedral

**Location**  
State of North Rhine - Westphalia

**Inscription**  
1978

#### Brief description

The construction of this palatine chapel, with its octagonal basilica and cupola began c 790 – 800 AD under the Emperor Charlemagne. Originally inspired by the churches of the Eastern part of the Holy Roman Empire, the Cathedral was splendidly enlarged in the Middle Ages.

**Date of ICOMOS approval of this report**  
6 March 2013

### 2 Issues raised

#### Background

Aachen Cathedral was inscribed in 1978 under criteria (i), (ii), (iv) and (vi) as Charlemagne's Palace Chapel and Shrine, a unique artistic achievement and a key edifice of the Carolingian Renaissance. At the time of inscription no buffer zone was defined for the World Heritage Property.

In 2012 the World Heritage Committee took note of the clarifications concerning the boundaries of the inscribed property (WHC Decision 36COM 8D).

In 2009 the State Party requested a modification to the boundaries of the World Heritage Property under paragraphs 163 and 164 of the *Operational Guidelines for the Implementation of the World Heritage Convention* and a modification to the name under paragraph 167, also informing that a buffer zone was under preparation. The World Heritage Committee decided not to approve the proposed minor boundary modification, considering that the proposal would have had a significant impact on the extent of the property and on its Outstanding Universal Value (33COM 8B50). Equally, the change to the name of the property was not approved.

The State Party has now submitted the proposal for establishing a buffer zone for the inscribed property according to paragraphs 107 and 164 of the *Operational*

*Guidelines for the Implementation of the World Heritage Convention.*

#### Modification

The State Party explains that the rationale to define the buffer zone for the inscribed Aachen Cathedral (2,228 square meters) is based on the current state of scientific knowledge about the Carolingian palace complex and its related *vicus* as well as on the urban layout of Aachen in the Middle Ages. In particular, the historical presupposition that Charlemagne would have built his palace to be both a ceremonial and religious centre, and a celebration of his secular power, has guided the State Party in the selection of the proposed buffer zone (67ha).

The State Party also provides arguments, based on early findings, according to which Aachen Cathedral and the Town Hall were parts of the Carolingian Palace, and discusses recent discoveries from archaeological excavations, conducted since 2006, that support the theory that the palace complex was larger than initially assumed.

The proposed buffer zone is intended to secure the visual integrity of the inscribed property. It comprises the urban fabric of predominantly medieval origin enclosed within the city inner ring road, which was built on the line of the old city moat, and also some further elements – streets and monuments – lying outside the inner ring road.

The buffer zone has been legally defined as a conservation area according to paragraph 5 of the Law for the Protection and Preservation of Monuments in the Federal State of North Rhine Westphalia. This Law provides that changes within conservation areas are subject to authorization according to its Paragraph 9. At the local level, the area benefits from special protection measures for buildings, perspectives and the silhouette of the Cathedral and of the Town Hall according to a statute that was approved by the City Council in March 2011 (*Annex Satzung für die Erhaltung des Denkmalsbereiches „Innenstadt“* - in German only).

To ensure the protection of the views over the Cathedral and the Town Hall from major access roads or panoramic points around the city, a 'silhouette zone' has been created: it consists of a circle with a 220m radius encompassing the Cathedral, the Katschhof, the Town Hall, the remains of the Carolingian palace and part of the streets existing in Roman times. Important view cones to be safeguarded are defined by two tangents to the silhouette zone originating from each relevant panoramic point or area. The area formed by the sum total of the selected view cones is identified as Protected Area 2 and enjoys special provisions contained in the above mentioned regulations.

ICOMOS recognizes that the State Party has made a significant effort to define the buffer zone for the inscribed property on a scientific basis, as it appears from the research works *Denkmal bereich Aachen Innenstadt* and *Grundlagen für die Denkmalsatzung „Stadtkern Aachen“*,

which seem to have been used as the basis for the definition of the buffer zone and of the municipal regulations.

However ICOMOS notes that the streets and the monuments lying beyond the city inner ring road have not been specifically mentioned in the minor boundary modification dossier.

ICOMOS further observes that it is important that the State Party explains in more detail how the protection zones 1 and 2 function, and which protection measures have been established to safeguard the views over the inscribed property and the related monumental complex.

Finally the State Party has not explained how these provisions relate to the existing legal and planning framework, and what are the management implications should the buffer zone be approved, i.e. which authority will be responsible for the implementation of protection measures within the buffer zone, and how this authority will relate to and coordinate with the body responsible for the inscribed property.

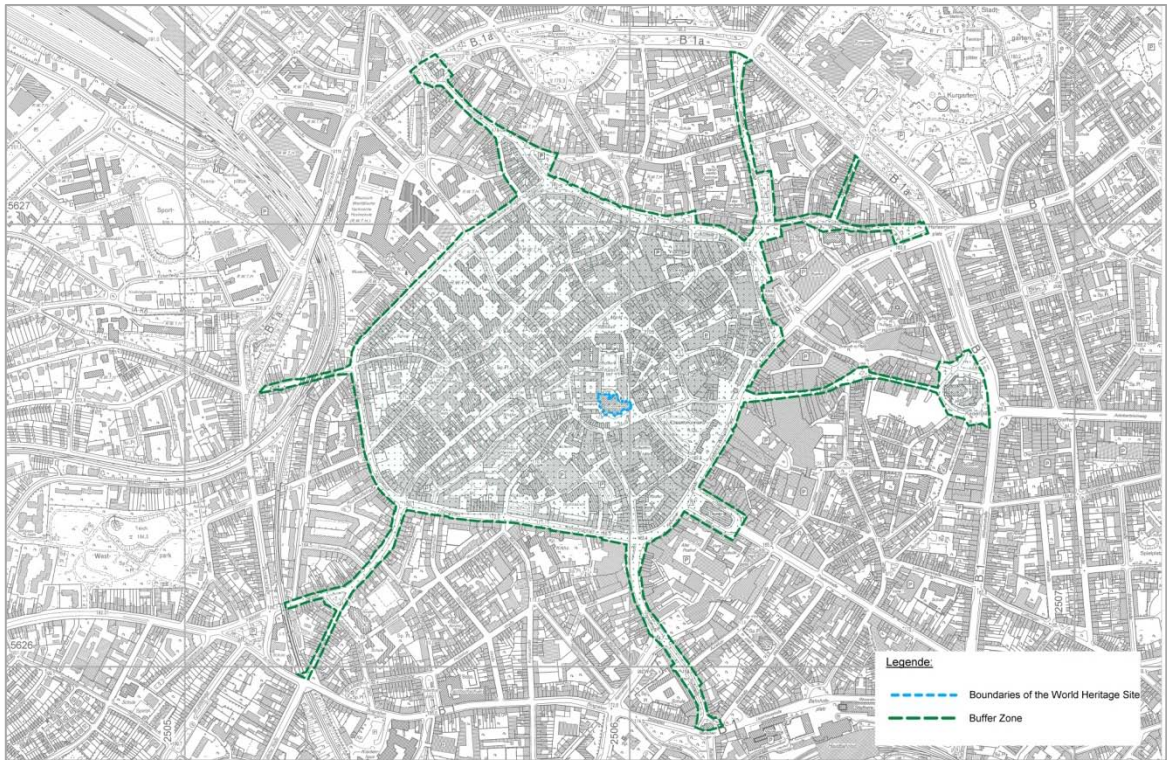
### **3 ICOMOS Recommendations**

#### **Recommendations with respect to inscription**

ICOMOS recommends that the examination of the proposed buffer zone for Aachen Cathedral, Germany, be **referred back** to the State Party in order to allow it to:

- Explain the rationale which guided the inclusion within the buffer zone of some streets and monuments located outside the city inner ring road;
- Explain in more detail how the protection zones 1 and 2 functions and which protection measures have been established to safeguard the views over the inscribed property and the related monumental complex and clarify how these regulations relate to the existing legal and/or planning framework;
- Explain which will be the authority responsible for the implementation of these regulations within the buffer zone and how this authority will coordinate with the body responsible for the inscribed property.





Map showing the boundaries of the proposed buffer zone

---

# Historic Centre of Warsaw (Poland) No 30bis

---

## 1 Basic data

### State Party

Poland

### Name of property

Historic Centre of Warsaw

### Location

City and County of Warsaw, Masovian Voivodship

### Inscription

1980

### Brief description

During the Warsaw Uprising in August 1944, more than 85% of Warsaw's historic centre was destroyed by Nazi troops. After the war, a five-year reconstruction campaign by its citizens resulted in today's meticulous restoration of the Old Town, with its churches, palaces and market-place. It is an outstanding example of a near-total reconstruction of a span of history covering the 13<sup>th</sup> to the 20<sup>th</sup> century.

### Date of ICOMOS approval of this report

6 March 2013

## 2 Issues raised

### Background

The property area of the Historic Centre of Warsaw is 26ha, representing the medieval Old Town enclosed within its fortification wall. The surrounding city is subject to development pressure including high rise investments that are increasingly shaping the urban panorama. There is currently no buffer zone or planning scheme to protect the inscribed property from the impact of such development including protection of views to and from its ramparts.

### Modification

A buffer zone of 667ha surrounding the property is now proposed in order to preserve the spatial relationships between the Historic Centre and later historic complexes, as well as to protect the urban landscape and the panorama of the city in accordance with spatial studies.

The proposed buffer zone is clearly delineated on the map provided by the State Party. It covers the New Town area immediately north of the inscribed property and extends to the 17<sup>th</sup> and 18<sup>th</sup> century line of the city's embankments;

further extends to take in Saska Park and its western axis; crossing the Vistula River at Gdański Bridge in the north and Świętokrzystki Bridge in the south to also cover the right (east) bank area as far as Jagiellońska Street which forms its eastern boundary. The buffer zone thus encompasses the area of the Residential City of King Sigismund, situated within the 17<sup>th</sup> century Sigismund Embankments and enlarged to include the residential quarters along the Royal Route on the southern side, the foreground of the Citadel on the northern side, and the area of three private towns on the right bank of the river. Most of the right bank is now a Zoological Garden.

A large part of the proposed buffer zone known as the 'Historic urban complex with the Royal Route and Wilanów' is protected by Presidential Decree as a Monument of History (8 September 1994). Some individual urban layouts, building complexes, structures and archaeological sites are included on the National Heritage Register and protected under the Act on the Protection of Monuments and the Guardianship of Monuments (23 July 2003). However the proposed buffer zone is not yet protected or regulated as a whole and requires to be considered as part of a broader, integrated urban development plan, designed to reconcile the needs of heritage preservation with the modern development of the city.

ICOMOS notes that the proposal has been prepared by the City authorities, but it does not appear that any community consultation has taken place.

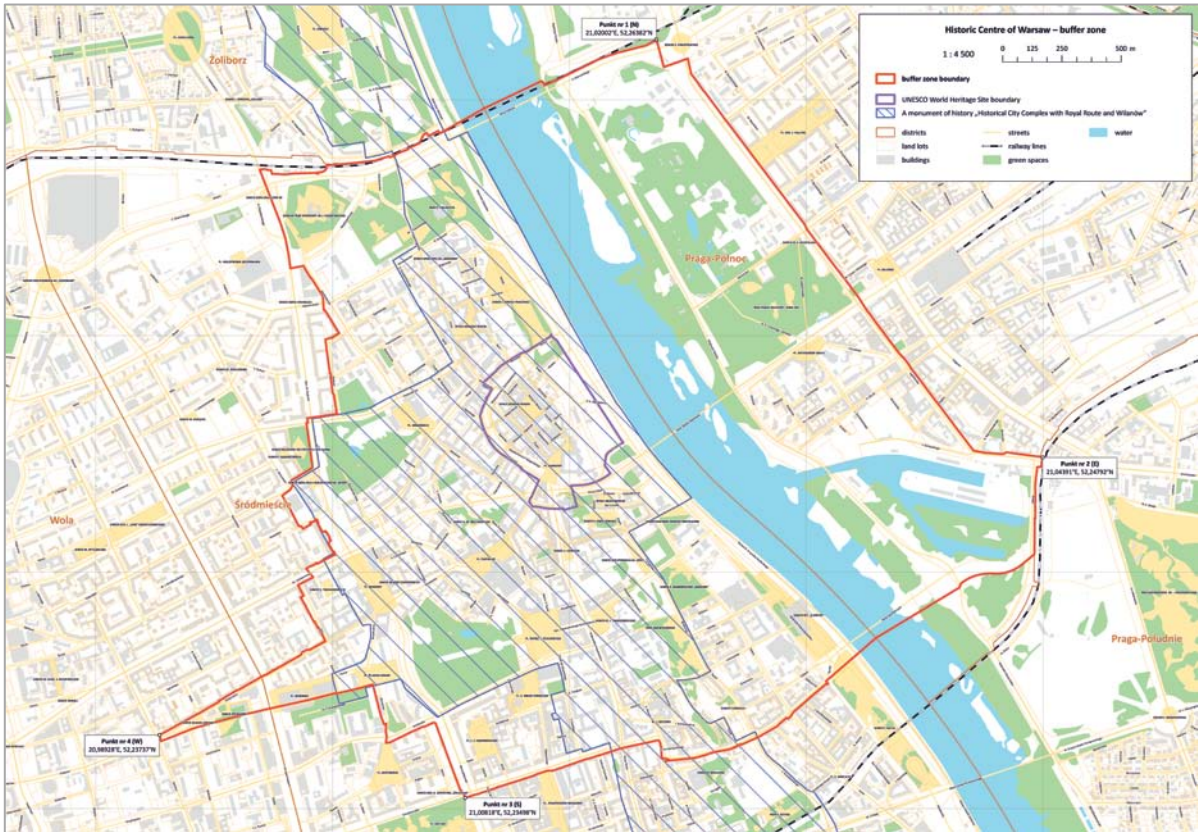
ICOMOS considers that the proposed buffer zone should be legally protected in its entirety in accordance with paragraph 104 of the *Operational Guidelines on the Implementation of the World Heritage Convention* before being approved by the World Heritage Committee.

## 3 ICOMOS Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the examination of the proposed buffer zone for Historic Centre of Warsaw, Poland, be **referred back** to the State Party in order to allow it to:

- Provide detailed information regarding the protection afforded by the buffer zone as a Monument of History and under the Act on the Protection of Monuments and the Guardianship of Monuments;
- Consider legal protection and regulation of the buffer zone as a whole by inclusion in the National Heritage Register.



Map showing the boundaries of the proposed buffer zone

---

# Elvas and its Fortifications (Portugal) No 1367bis

---

## 1 Basic data

### State Party

Portugal

### Name of property

The Garrison Border Town of Elvas and its Fortifications

### Location

District of Portalegre - Alentejo

### Inscription

2012

### Brief description

The site, extensively fortified from the 17<sup>th</sup> to 19<sup>th</sup> centuries, represents the largest bulwarked dry-ditch system in the world. Within its walls, the town contains barracks and other military buildings as well as churches and monasteries. While Elvas contains remains dating back to the 10<sup>th</sup> century ad, its fortification began when Portugal regained independence in 1640. The fortifications designed by Dutch Jesuit padre Cosmader represent the best surviving example of the Dutch school of fortifications anywhere. The site also contains the Amoreira aqueduct, built to enable the stronghold to withstand lengthy sieges.

### Date of ICOMOS approval of this report

6 March 2013

## 2 Issues raised

### Background

As the remains of an enormous war fortress, Elvas is exceptional as a military landscape with visual and functional relationships between its fortifications, representing developments in military architecture and technology drawn from Dutch, Italian, French and English military theory and practice. The Statement of Outstanding Universal Value for the Garrison Border Town of Elvas and its Fortifications that was adopted as part of the World Heritage Committee's inscription Decision 36COM 8B.34 (St. Petersburg, 2012) noted under Integrity that "*Views of the fortifications from a distance and between each other are vulnerable to new development and the visual integrity of the property needs to be protected by a slightly enlarged buffer zone with adequate controls*". Under Protection and management requirements it is stated that "*There is a need to slightly enlarge the buffer zone to protect the*

*views between the Fortlet of São Domingo and the Fort of Graça*".

### Modification

The proposed modification to the buffer zone extends it to the west as shown on the map provided by the State Party, increasing the area of the buffer zone from 608 ha to 690 ha. It can be seen from this map that the extension will protect the views between the Fortlet of São Domingo and the Fort of Graça in accordance with the Planning Charter of the Municipal Master Plan. No textual description of the extension has been provided by the State Party, nor has a statement regarding the protection it will provide. However a second map provided by the State Party (Fig. 1.e.4A – Fortifications of Elvas: Nominated zone, buffer zone boundary and existing protection zone) shows that the proposed extension complies with the area hatched in blue dots and shown in the legend to be part of the "Protected spaces within the urban perimeter, Planning Charter of the Municipal Master Plan" which also covers the initial buffer zone.

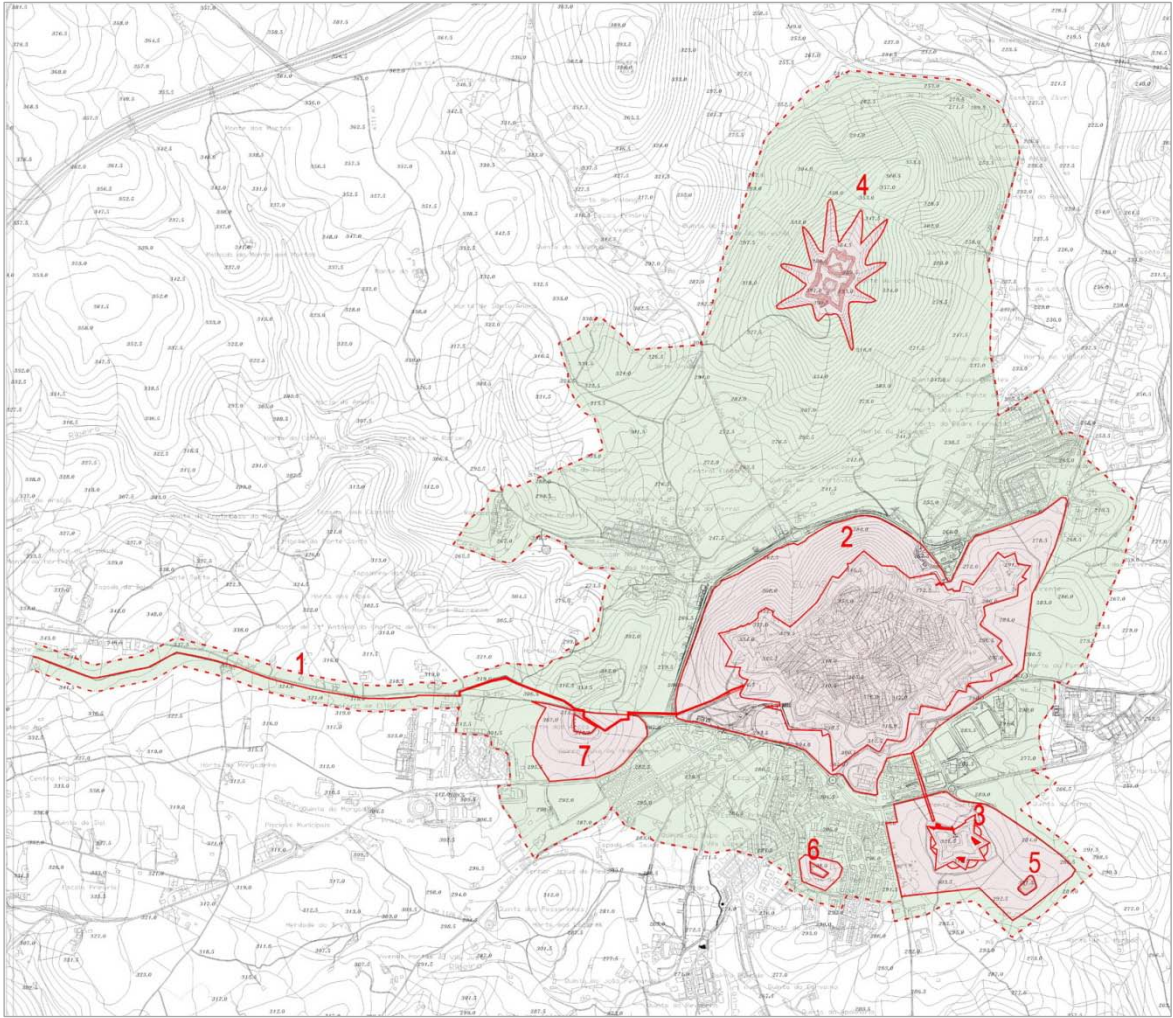
ICOMOS considers that it can therefore be concluded that the proposed extension will receive the same protection as the initial buffer zone and that the proposal complies with the requirement stated under Protection and Management in Decision 36COM 8B.34.

## 3 ICOMOS Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that the proposed buffer zone for The Garrison Border Town of Elvas and its Fortifications, Portugal, be **approved**.

+



Map showing the revised boundaries of the buffer zone

---

# Burgos Cathedral

## (Spain)

### No 316bis

---

## 1 Basic data

### State Party

Spain

### Name of property

Burgos Cathedral

### Location

City of Burgos  
Castilla y León Region

### Inscription

1984

### Brief description

Our Lady of Burgos was begun in the 13<sup>th</sup> century at the same time as the great cathedrals of the Ile-de-France and was completed in the 15<sup>th</sup> and 16<sup>th</sup> centuries. The entire history of Gothic art is summed up in its superb architecture and its unique collection of works of art, including paintings, choir stalls, reredos, tombs and stained-glass windows.

### Date of ICOMOS approval of this report

6 March 2013

## 2 Issues raised

### Background

Burgos Cathedral was inscribed in 1984 on the World heritage List without a formal buffer zone.

Clarification of the property boundary in response to the Retrospective inventory was approved by the World Heritage Committee in 2011 (Decision 35COM 8D). The boundary is drawn tightly around the Cathedral.

One component site of the Route of Santiago de Compostela serial property, inscribed in 1993, traverses the city of Burgos and includes the Cathedral and areas in the historic walled city centre. The site was defined as extending to 30m on either side of the pilgrimage route, and widening to include features of heritage importance.

When this property was inscribed, the Bureau of the World Heritage Committee requested the competent Spanish authorities to envisage the possibility of combining under one nomination the two sites already on the World Heritage List (i.e. Burgos Cathedral (316)

and the Old Town of Saint-Jacques-de-Compostelle (347)) and the Path of Saint-Jacques-de-Compostelle.

In response to this suggestion made by the Bureau, the Delegate of Spain informed the World Heritage Committee that Spain wanted to maintain the already inscribed sites of Santiago de Compostela and Burgos Cathedral as separate properties on the World Heritage List in view of their individual and particular uniqueness.

### Modification

The Burgos City Council has submitted a proposal for a buffer zone for Burgos Cathedral, with boundaries defined by the limits of the old medieval city walls. The nominated area is 1.03 hectare and the proposed buffer zone is 78.107 hectares.

The following criteria have been used to delineate its boundaries:

- The geographical and topographical features around which the city has developed: the castle hill and the river;
- The city walls that surround the old medieval city centre;
- The Camino de Santiago [Pilgrim's Way of Saint James] that runs through the city;
- The views of the cathedral;
- References taken from urban planning.

The proposed buffer zone incorporate the whole of the historic city and but also incorporate, to the south, the free spaces bounded by the Arlanzón river, where visual perspectives exist that relate the Cathedral and the city.

In total the buffer zone is said to include all those zones of the historic city in which there may be a visual influence in relation to the Cathedral.

However 18 relevant viewing points have also so far been identified onto the Cathedral and some of these extend beyond the proposed buffer zone.

The buffer zone falls mainly within the boundaries established for the declared Historic-Artistic Site of Burgos and totally within the Special Plan for the Historic Centre, approved in 1995. It also coincides in part with the component part of the Route of Santiago de Compostela serial property.

ICOMOS considers that the area of the proposed buffer zone is adequate, as are the protective arrangements.

A Management plan for the proposed buffer zone of Burgos Cathedral was designed by the committee of the Strategic Plan Association of Burgos.

ICOMOS considers that it is not clear what are the management arrangements for the proposed buffer zone, who are the key agencies operating within the proposed buffer zone, their roles and responsibilities and if the management plan has been approved and is

implemented. Nor is it clear how the designated views of the Cathedral beyond the buffer zone will be protected.

A new Urban Development plan is awaiting approval and it is necessary to understand the relationship between it and the Management plan.

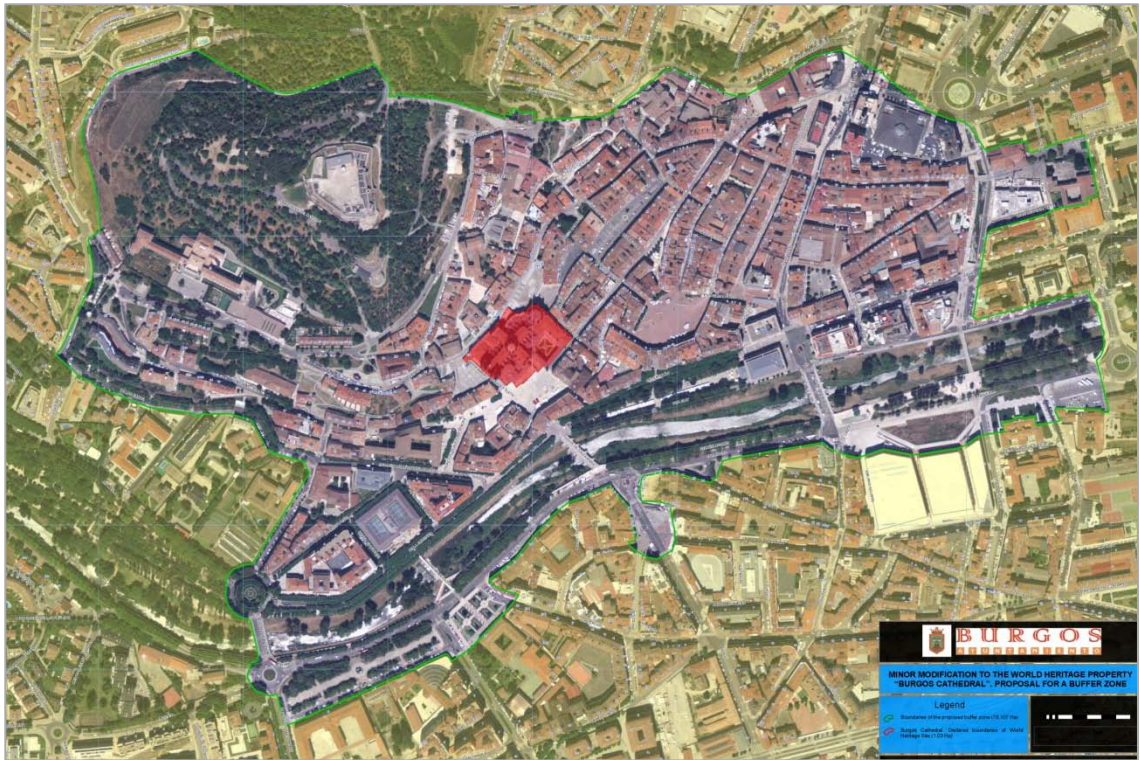
In addition, ICOMOS considers that it would be helpful to understand in spatial and management terms the relationship between the two World Heritage Sites of Burgos Cathedral and the Route of Santiago de Compostela within Burgos.

### **3 ICOMOS Recommendations**

#### **Recommendations with respect to inscription**

ICOMOS recommends that the examination of the proposed buffer zone for Burgos Cathedral, Spain, be **referred back** to the State Party in order to allow it to:

- Provide a detailed overview of the site management arrangements that would be put in place in the proposed buffer zone; and in relation to both World Heritage sites;
- Provide a map showing the relationship between the two World Heritage Sites of Burgos Cathedral and the Route of Santiago de Compostela within Burgos.



Map showing the boundaries of the proposed buffer zone