

ICOMOS

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Addendum

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

ICOMOS Report for the World Heritage Committee
38th ordinary session, Doha, June 2014

WHC-14/38.COM/INF.8B1.Add



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Addendum
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and Mixed Properties

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Tasmanian Wilderness (Australia)

No 181 Sexies

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 2014

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 34th 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 34th session in 2010 were now incorporated in the World Heritage Area and were 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 36th 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.*

On 1st February 2013, in response to decision 36 COM 8B.45, the State Party submitted a proposed extension to the property that included 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 extension of the property added between 170,000 and 174,000 hectares to the existing 1,412,183 hectares.

The modification was submitted on the basis of natural values only and did not address cultural values. ICOMOS noted that the proposed extension covered a forest area which contains 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. The State Party did acknowledge that “the cultural values require further study and consultation with the Tasmanian Aboriginal community”.

As ICOMOS did not consider that it would be appropriate to add these areas to the 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. Accordingly, they recommended that the proposed minor boundary modification be deferred.

The World Heritage Committee at its 37th session (Phnom Penh, 2013) decided to approve the modification on the basis of the information provided for its natural value, but noting that it appeared to contain significant cultural attributes that relate to those located within the inscribed property:

Decision: 37 COM 8B.44:

The World Heritage Committee,

1. *Having examined Documents WHC-13/37.COM/8B.Add, WHC-13/37.COM/INF.8B1.Add, WHC-13/37.COM/INF.8B2.Add and WHC-13/37.COM/INF.8B4.,*

2. *Recalling Decision 32 COM 7B.41, Decision 34 COM 7B.38, Decision 34 COM 8B.46 and Decision 36 COM 8B.45;*

3. *Notes that the proposed minor boundary modification has been submitted under natural criteria only although it appears to contain significant cultural attributes that relate to those located within the inscribed property;*

4. *Approves the proposed minor boundary modification of the Tasmanian Wilderness, Australia, and requests the State Party to address the following concerns regarding the cultural values of the property:*

a) *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;*

b) *Provide detailed information on the legal provisions for the protection of cultural heritage in the extended property;*

c) *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.*

Modification

The proposed modification proposes a reduction in the size of the current property by removing 74,039 hectares

out of the between 170,000 and 174,000 hectares approved as an extension by the World Heritage Committee at its 37th session (Phnom Penh, Cambodia, 2013). The reduction affects thirteen different areas of the property.

The excluded areas contain pine and eucalyptus forests as well as previously logged areas which the State Party maintains should not have been included in the extension approved in 2013. It also states that landowners adjoining the revised boundary had not had sufficient opportunity to comment on the proposals.

The State Party considers that the reduction will ‘deliver additional social and economic outcomes for all Tasmanians’. Presumably this refers to new opportunities for logging in the areas to be excluded. It also states that the reduction ‘will enhance the credibility of the World Heritage List by excluding areas that detract from the Outstanding Universal Value and the overall integrity of the property’. Nevertheless the State Party says that it ‘agrees with the Committee’ that the extensions contains significant natural and cultural attributes that contributes to the property’s Outstanding Universal Value, although the cultural attributes require further study’.

IUCN will address the potential impact of the proposed reduction on the natural attributes. This report concentrates on the potential impact on cultural attributes.

ICOMOS notes that the information provided by the State Party to justify the reduction, as with the previous request, refers only to natural attributes. It does not provide any information on the cultural attributes of the areas to be excluded, only that the retained areas contain a cave with Pleistocene rock art.

Following the decision of the World Heritage Committee at its 37th session, the State Party agreed to conduct a survey on the cultural attributes within the approved extension. The current request provides no details as to whether that survey has been started and if so what the results have been, although the State Party states that it intends to submit a progress report for the World Heritage Committee in 2015.

The justification for a reduction is therefore not based on any assessment of how the proposed boundary relates to cultural attributes. ICOMOS understand that significant cultural attributes are present in the extended property and if the boundaries are reduced, important cultural attributes will be excluded such as Nanwoon Cave, in the new Florentine River Regional Reserve (Mount Wedge – Upper Florentine Section), and others in the Navarre Plains area (Upper Derwent Section), and the Recherche Bay West area (Recherche Section), which is part of the highly significant associative cultural landscape related to the 1790s d’Entrecasteaux Expeditions and contact with Tasmanian Aboriginal People. ICOMOS also understands that there are known

cultural sites just outside the property boundary for example Nunamira Cave and Beginners Luck Cave.

An assessment of cultural attributes as requested by the World Heritage Committee is urgently needed to allow a fuller understanding of the disposition of significant cultural sites related to the Outstanding Universal Value of the property. As the boundary put forward in 2013 was justified only on natural grounds, the result of an assessment of cultural attributes should not exclude the possibility that the boundaries may need to be extended again to include identified cultural attributes that contribute to the Outstanding Universal Value of the property.

If the current reduction were to be approved, presumably the State Party would consider that it no longer had an obligation to survey the wider area covered by the 2013 extension.

Although the State Party states that consultation for the previous modification was insufficient, it provides no information to suggest that adequate consultations have been undertaken for this request, particularly in relation to Aboriginal communities.

On several occasions the World Heritage Committee has requested the State Party to strengthen its legal protection and management for cultural heritage. The enhancement of expertise to protect archaeological sites and Aboriginal heritage within and adjacent to the TWWHA was one of the main recommendations in the 2008 joint monitoring mission which appear not yet to have been addressed. The current apparent lack of an adequate structure for cultural heritage within both the Tasmanian Parks & Wildlife Service and Forestry Tasmania and the absence of any personnel with expertise in managing Aboriginal heritage, would appear to be reflected in this request and that made last year, both of which focused entirely on natural attributes.

ICOMOS considers that this proposal for a reduction in the area of the property fails to make a case that excluding areas of significant cultural attributes will strengthen the credibility of the World Heritage List, as suggested by the State Party. ICOMOS considers that as such a reduction would effectively reverse the commitments given by the State Party at the last World Heritage Committee. It would appear to weaken rather than strengthen the credibility of the List in terms of working against the best interests of the cultural attributes of the property.

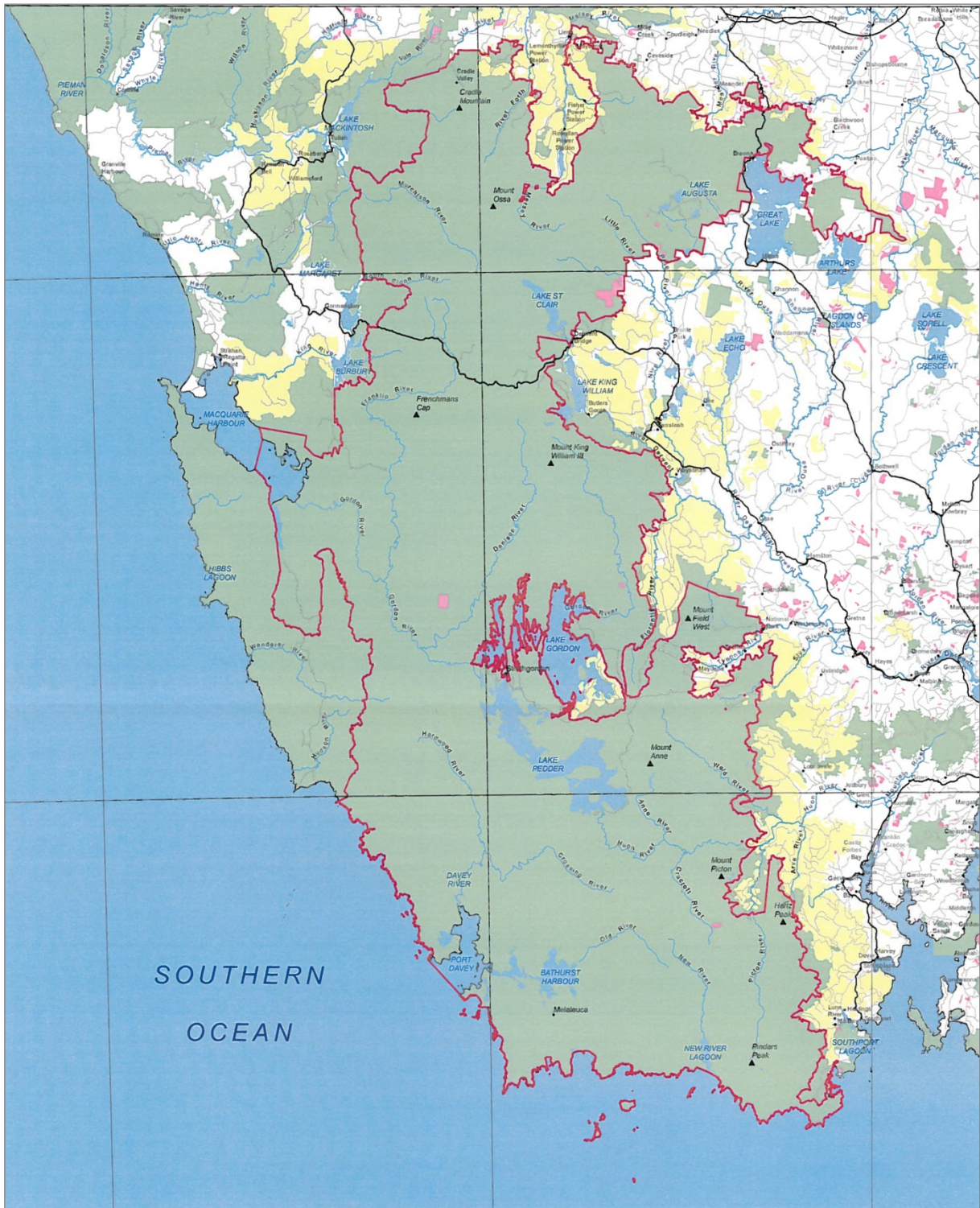
3 ICOMOS Recommendations

Recommendations with respect to inscription

ICOMOS recommends that the proposed minor modification to the boundary of Tasmanian Wilderness, Australia, on the basis of cultural criteria should **not be approved**.

ICOMOS also recommends that the World Heritage Committee reiterates its request to the State Party to:

- Undertake further study and consultation with the Tasmanian Aboriginal community in order to provide more detailed information on the cultural value of the property and how these relate to the Outstanding Universal value;
- 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

Mapungubwe Cultural Landscape (South Africa) No 1099 Bis

1 Basic data

State Party

South Africa

Name of property

Mapungubwe Cultural Landscape

Location

North Province

Inscription

2003

Brief description

Mapungubwe is set hard against the northern border of South Africa, joining Zimbabwe and Botswana. It is an open, expansive savannah landscape at the confluence of the Limpopo and Shashe rivers. Mapungubwe developed into the largest kingdom in the sub-continent before it was abandoned in the 14th century. What survives are the almost untouched remains of the palace sites and also the entire settlement area dependent upon them, as well as two earlier capital sites, the whole presenting an unrivalled picture of the development of social and political structures over some 400 years.

Date of ICOMOS approval of this report

6 March 2014

2 Issues raised

Background

At the time of inscription in 2003 a buffer zone was not approved. Although a buffer zone of around 100,000 ha was mentioned in the nomination dossier, this was not marked on the maps supplied. It was also stated that a Trilateral Memorandum of Understanding had been drawn up with the objective of establishing the Limpopo-Shashe Transfrontier Conservation Area (TFCA), and that this very extensive area (5,040 km²), would, when established, encircle the property and constitute a very effective buffer zone.

Although the State Party subsequently delineated and gazetted a buffer zone for the property in 2009, this was not submitted to the World Heritage Committee for assessment and possible approval. This buffer zone did not extend to the east of the property and it was within this area that coal mining licences were granted in 2008.

Concern over these mining approvals led to a 2009 Reactive Monitoring mission. The mission report commented that the 2009 delimitation of the buffer zone did not include the zone east of the property and therefore did not protect the OUV of the property and did not match the buffer zone envisioned in the nomination dossier.

A further WHC/ICOMOS Reactive Monitoring mission in 2012 also recommended that the 2009 buffer zone should be formally increased to incorporate a seven kilometre stretch east of the property in order to allow a buffer zone around the whole boundary within South Africa, as envisaged at the time of inscription. This mission noted that a large number of applications for prospecting rights had been submitted in the nationally adopted buffer zone, some of which had been approved and that there was a clear need for protection policies within the Buffer Zone which prohibit opencast and underground mining.

At that time, the State Party acknowledged that there was no consensus among the various institutions and stakeholders regarding the meaning, purpose, nature and consequently extent of the property's buffer zone.

In the SOC report submitted to the World Heritage Committee in 2012, the World Heritage Centre and the Advisory Bodies noted that the mining issues had highlighted the need for a buffer zone to be formally put in place around the property, as envisaged at the time of inscription, and with appropriate planning controls to protect the landscape context and setting, particularly in relation to mining, in relation to the apparent intention of the State Party to authorise further mining projects. The State Party in its 2012 report stated that the owners of the properties making up the 7 km of land to the east of the property had agreed to be incorporated into the buffer zone and that a legal agreement between the land-owners and the State Party was under development.

The World Heritage Committee in decision 37 COM 7B.43 (37th session, Phnom Penh, Cambodia, 2013) requested the State Party to submit a minor boundary modification for the buffer zone that clarified the policies for protecting the property with respect to mining in the buffer zone and in relation to "off-set benefits".

Acting upon this request, the State Party worked on a revision of the 2009 buffer zone during 2013 and as a part of the process invited an ICOMOS Advisory mission to visit the property for consultation. An ICOMOS expert visited the proposed buffer zone from 18-20 March 2014.

The mission considered progress made in establishing a buffer zone for the property that would cover land to the east of the boundary, and progress with the establishment of the Limpopo-Shashe Transfrontier Conservation Area (TFCA).

Modification

The State Party acknowledges that in the nomination dossier the area of the buffer zone was erroneously given as around 100,000 hectares, whereas the area described was much larger. This large area had been defined on the basis of the willingness of farm owners in the vicinity of the property to allow their farms to be part of the buffer zone, in order to avoid having their farms destroyed by mining, rather than to protect the attributes that convey OUV.

This rationale was also the case with the existing nationally approved 2009 buffer zone of 237,100 hectares, which the State Party also acknowledges does not extend to cover all areas that are necessary for the effective protection of the property's OUV.

In order to define a buffer zone that does aim to protect OUV, an assessment of land around the property was undertaken that has enabled the State Party to map out what it considers to be a more effective buffer zone, informed by distribution of archaeological sites, view shed protection and catchment protection areas. The result of this analysis shows that the archaeological sites associated with Mapungubwe are mainly distributed along the river, while fewer are located in the lands of the southern part of the existing buffer zone.

Based on these investigations, the State Party has proposed a buffer zone that is a reduction in area from that proposed at the time of inscription and a reduction from that proposed in 2009 to the west and south of the property, while introducing a buffer zone to the east to bring it up close to the existing Vele mining area.

Implications for legal protection and management arrangements

In terms of the National Environmental Management Protected Areas Act, the Minister may declare an area as a protected environment as a buffer zone for a World Heritage property. It is stated that both the property and its proposed buffer zone are accorded protected area status. Within a protected area, mining is prohibited.

The State Party in its justification for this buffer zone, states that "It will be effective in maintaining a reasonable balance between the conservation, biodiversity and heritage priorities on the one hand and the national development priorities on the other."

The State Party has commissioned the development of an Environmental Management Framework to advise on specific land uses for these areas and regulatory tools. Both of these have yet to be defined.

ICOMOS notes that, what is not said, but can be assumed, is that the reduced buffer zone will allow mining activities to take place beyond its revised boundary.

What is also unclear is the status of existing mining licences within the proposed buffer zone and within the property. A report on 'The Audit of land use activities in and around Mapungubwe cultural landscape World Heritage site and the negotiations framework for the review of the Mapungubwe buffer zone' of September 2013 notes a relatively large number of prospecting and exploration licenses. 157 applications between the year 2008 and 2010 were accepted by the Department of Mineral Resources (DMR) in the proposed new buffer zone and also in the property and 43 were issued (the difference between accepted and issued is unclear). The DMR had not provided information on the status of these accepted applications and issued permits, when the report was finalized in September 2013. They cover one farm in the property and seven farms within the proposed buffer zone.

In terms of 'off-setting', the State Party reports that it has finalised biodiversity off-set negotiations with Vele Colliery and that a copy of an agreement will be submitted shortly to the World Heritage Centre.

The rationale presented by the State Party to justify the proposed buffer zone seems valid. The purpose of a buffer zone should be to protect the attributes of OUV of the property. The State Party, in a convincing way, has shown that the main distribution of archaeological sites related to those that convey OUV are located in a zone along the Limpopo River. There are very few archaeological sites relating to Mapungubwe kingdom in the southern parts of the buffer zone suggested in the nomination dossier of 2003 or in the buffer zone gazetted in 2009. The proposed new buffer zone covers all areas with known archaeological sites relating to the Mapungubwe kingdom.

The reduced buffer zone is still of a substantial size. The distances between the outer border of the proposed revised buffer zone and the border of the core area vary between 15 and 7 kilometres. The landscape of the buffer zone, mainly bush covered game farms, is lined with low ridges that effectively block out most views of existing and possible future mining activities outside of the borders of the buffer zone. Therefore the proposed revised buffer zone is of a large enough size to protect the property from potentially unwanted visual impacts of activities outside the buffer zone.

The farming and wildlife protection activities, dominating the land use in the proposed buffer zone, do not constitute a threat to the attributes of OUV.

ICOMOS considers that what is less clear is the strength of controls within the buffer zone, particularly in relation to mining activities. Although it is stated that the buffer zone along with the property is a protected area, and that within protected areas mining is prohibited, other documents provided appear to portray a less clear picture.

A report on 'The Audit of land use activities in and around Mapungubwe cultural landscape World Heritage site' of September 2013 describes a large number of prospecting and exploration licenses which DMR has issued up until 2010 – not only on farms in the proposed new buffer zone, but also in the property. The report does not clearly state whether these prospecting and exploration licenses will be closed or not.

ICOMOS considers that although the delineation of the proposed buffer zone is satisfactory, the status of current licenses, in relation to South African mining legislations, both in the proposed buffer zone and also in the property, is not clear.

Confirmation is needed that existing mining licences will not remain active within the buffer zone or within the property, and that no further licences will be accepted or issued, in accordance with the protected status of both the buffer zone and the property.

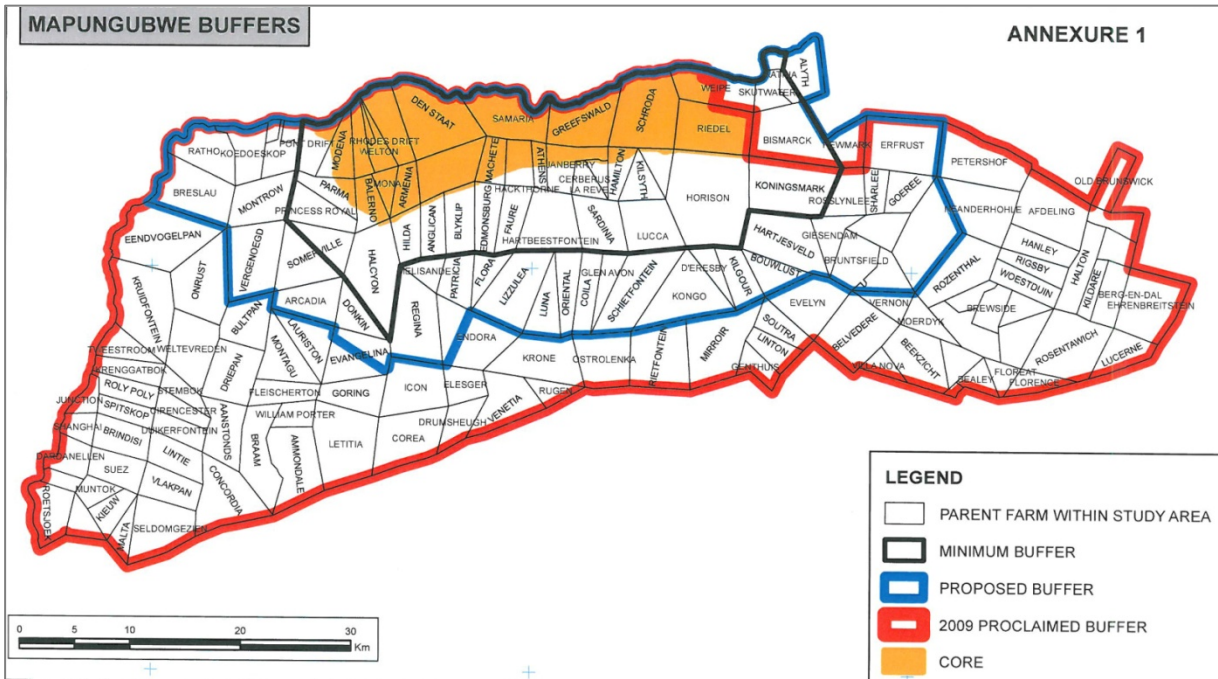
Furthermore details need to be provided of the Environmental Management Framework for the proposed buffer zone that will specify approved land uses and related regulatory tools.

3 ICOMOS Recommendations

Recommendation with respect to inscription

ICOMOS recommends that the examination of the proposed minor modification to the boundary of the buffer zone for Mapungubwe Cultural Landscape, South Africa, be **referred back** to the State Party in order to allow it to:

- Confirm that the proposed buffer zone will be a protected area where mining is prohibited;
- Confirm that existing mining licences will be closed within the buffer zone and the property, and that no further licences will be accepted or issued, in accordance with the protected status of both the buffer zone and the property;
- Provide details of the Environmental Management Framework for the proposed buffer zone including approved land uses and related regulatory tools;
- Provide details of 'off-setting' in relation to the Vele Colliery, as previously requested by the World Heritage Committee.



Map showing the revised boundaries of the buffer zone

Cultural Landscape of Southern Jerusalem, Battir (Palestine) No 1492

Official name as proposed by the State Party

Palestine: Land of Olives and Vines - Cultural Landscape of Southern Jerusalem, Battir

Location

Palestine
Bethlehem Governorate
Bethlehem Western Rural Areas

Emergency Nomination

The nomination was submitted by the State Party as an Emergency Nomination for the following reasons:

- The landscape has become vulnerable under the impact of socio-cultural and geo-political transformations that may bring irreversible damage to its authenticity and integrity;
- A plan to start the construction of a separation Wall could cut off farmers from fields they have cultivated for centuries.

In accordance with *Operational Guidelines*, paragraph 161, such nominations will be processed on an emergency basis, and their examination included in the agenda of the next Committee session, if:

- The property is in Danger, as a result of having suffered damage or facing serious and specific dangers from natural events or human activities, which would constitute an emergency situation;
- An immediate decision by the Committee is necessary to ensure its safeguarding;
- According to the report of the relevant Advisory Bodies, the property may unquestionably justify Outstanding Universal Value.

Accordingly, ICOMOS has set out in this report assessment of whether the property may be said to unquestionably justify OUV, whether it has suffered or is facing serious danger which constitutes an emergency situation, and whether an immediate decision by the Committee is necessary to ensure its safeguarding.

Brief description

The Cultural Landscape of Southern Jerusalem, Battir is nominated as a first site for a wider serial nomination of Palestine: Land of Olives and Vines.

The Battir landscape of gentle rolling hills encompass a series of agricultural valleys, *widian*, characterised by stone terraces, some irrigated for the production of vegetables, other drier ones planted with vines and olive trees, and yet others now abandoned.

Located some seven kilometres southwest of Jerusalem in the central highlands between Nablus in the north and Hebron in the south, the Battir landscape lies west of the mountain range that runs north to south parallel to the Mediterranean coast.

The nominated valleys encircle the village of Battir which is in the buffer zone. Near the village, springs have been channelled to provide irrigation, while away from the village are found considerable numbers of agricultural watch-towers known as *manatir*.

Category of property

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

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (July 2013) paragraph 47, it is also a *cultural landscape*.

1 Basic data

Included in the Tentative List

25 May 2012

International Assistance from the World Heritage Fund for preparing the Nomination

None

Date received by the World Heritage Centre

30 January 2014

Background

This is a new nomination.

Consultations

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

Additional information requested and received from the State Party

On 20 February 2014, in order to update the information in the nomination dossier, ICOMOS requested the State Party to provide supplementary information on the following:

- Impact of possible World Heritage inscription
- Boundaries
- History
- Comparative Analysis
- Sustaining the cultural landscape

The State Party responded on 21 March 2014 and details of this response are included in this report.

Date of ICOMOS approval of this report

May 2014

2 The property

Description

The property is located in the central highlands of Palestine, southwest of Jerusalem. A series of terraced agricultural valleys, *widian*, extend from Wadi AlMakhrou, west of Beit Jala, to the village of Husan, and encircle the village of Battir.

Since the 12th century, Battir has been one of the main producers of vegetables for the central part of Palestine.

On the maps provided in the nomination dossier, three areas are shown to relate to the nomination: the area of the nominated property, the area of the buffer zone and a third area of irrigated fields that belong to the people of Battir.

The information provided in the nomination dossier is quite general and lacks specific information on the physical aspects of the landscape. Also some aspects such as intangible associations and details of sociocultural systems have been omitted. This makes a detailed description of its assets difficult. As the village is outside the nominated area, there is also a lack of focus on the interaction between people and the landscape.

The nomination dossier needs augmenting to allow a fuller understanding of the way the landscape has developed, precisely what survives, how it functions and how it is perceived.

Terraces

Dry-stone terrace walls in Battir are the predominant characteristic of the whole landscape, and extend to around 554,000 metres. All are constructed of dry stone. Some are relict terraces where the lack of maintenance has led to their collapse and subsequent abandonment.

In terms of use, there are two types of terraces: those that are irrigated, and these are mainly around the village, and those that are dry and these are further away from the village.

All the irrigated terraces are fully functioning, mainly worked by women, and provide vegetable and fruit for the farmers. In contrast, 60% of the dry terraces are not cultivated and in various states of abandonment. Those that are cultivated mainly by men host olive trees and a few vines.

One of the key issue with this nomination is an area of irrigated fields that are owned by the people of Battir covering an area of 133.23 hectares and which are shown on the map of the nominated property.

Irrigation

Near the village of Battir is a network of irrigation channels fed from ten underground springs. The water is collected in a retaining pool known as the Roman pool, and then shared equally between the eight families of the

villages, every eight days, by a traditional, equitable system using a stick to measure the depth of the pool. The distribution of the shares among the family members also rotates in order to avoid differences.

The irrigated fields are cultivated with fruit trees, such as almonds, apricots, and figs, and vegetables, mostly now for subsistence, although the famous Battiri aubergine attracts buyers from outside the area. Battir used to be the garden for Jerusalem, before it was cut off from this market in 1967.

Olive tree cultivation

The un-irrigated terraces that form the majority are planted with olive trees and vines. Although some olive trees are said to be ancient, or even Roman, most may not be as old as claimed. The term Roman might refer to the method and continuity of the cultivation. Remains of 'ancient' stone olive presses, which could date back several centuries, testify to the continuity of this crop.

During the harvest season from October to November, traditionally the whole family would leave their houses in the village, and move to the agricultural watchtowers (*manatir*) in the hills. Today harvesting is still a family occupation but with the families augmented with people brought in from the towns.

Vines are no longer cultivated on as large a scale as they once were and appear to be more a testimony to the past than a real income for the population.

The terraces were traditionally shaded by Palestine oaks. Most of these appear to have been over cut. On the more distant slopes from the village are spruce and pine trees, planted during the British occupation, and now expanding to colonise abandoned terraces.

Vernacular buildings

The main manifestations of vernacular buildings within the property are the stone watchtowers, *manatir*. These were built for the protection of farm land away from the village. Around 230 watchtowers have been documented in the property of varying shapes and sizes, built in both dressed and rubble stone. Some were formerly used by farm labourers employed by wealthy landlords, while many others were inhabited during the harvest season as temporary houses. Most are now unused and in various stages of conservation and repair, with a few little more than ruins.

Although it is stated that many agricultural watchtowers are presumed to have existed from late prehistory into the early historical periods (the 9th to the 4th millennia BC), modern archaeological and survey work has not substantiated that general link.

A few limekilns survive in the property, constructed to burn the local limestone for use as building mortar. All are now abandoned.

The remaining vernacular buildings are in the old part of Battir village and within the proposed buffer zone. The village has grown rapidly in recent decades and is now surrounded by a 'sprawl town' and many older houses have been rebuilt or extensively altered. The State Party acknowledges that the recent growth impacts negatively on the visual continuity of the landscape. They do also acknowledge though the importance of the older village and state that once a conservation and management plan has been drawn up for it, it could perhaps be considered as an extension.

History and development

A few archaeological excavations and surveys have revealed slight remains related to the Middle Bronze Age, Late Bronze Age and Iron Age, while pottery shards have been dated to the late Iron Age, the Persian Period and the Hellenistic Period.

During the Roman period, Battir was located along the main road connecting the port city of Gaza with Jerusalem, although the village was in a slightly different location from that of present day Battir. Remains of a fortification wall in Khirbet Al-Yahoud have been found, the construction and shape of which appear to date back to the Roman Period.

In 2007, remains of a human settlement, including some agricultural tools, were found dating from the Caliphate Period 636 AD to 661 AD. This excavation also suggested that the landscape had been used continually since that date.

In the Ottoman period there is a written record that mentions farmers growing wheat and barley.

The State Party acknowledges that further research and study is needed not only for the Battir landscape but also more widely for other Palestinian landscapes.

It is the more recent history that has dramatically reshaped the landscape. Under the British mandate, 1917 to 1948 Battir became the last stop along the Jaffa - Jerusalem railway, which led to close economic ties with Jerusalem.

Then under the Jordanian mandate and the Rhodes Armistice Agreements of 1949, Battir was cut off from Jerusalem (along the line of the railway track) that separated Israel from the West Bank.

The name West Bank refers to land west of the River Jordan.

3 Justification for inscription, integrity and authenticity

Comparative analysis

The brief comparative analysis only compares the property to four already inscribed properties, Cultural Landscape of the Serra de Tramuntana, Spain, the

Cultural Landscape of Bali Province: the *Subak* System as a Manifestation of the *Tri Hita Karana* Philosophy, Indonesia, the Rice Terraces of the Philippine Cordilleras, the Philippines, and the Cultural Sites of Al Ain (Hafit, Hili, Bidaa Bint Saud and Oases Areas), UAE.

Terraced landscapes are found in most parts of the world and the rationale for the choice of these four properties is not set out.

The analysis concludes by observing that The Cultural Landscape of Southern Jerusalem, Battir is considered unique in three major aspects: first, that the landscape depends on cultivating a variety of crops within its manmade dry-stone terraces; second, is the distinctive architecture of the dry-stone agricultural watchtowers, built for protection of the terraces; and third, is the uniqueness and survival of the tradition of using a democratic irrigation method.

The attributes of the Battir landscape – agricultural terraces, the use of spring fed irrigation and the presence of watch towers are in fact not unique but rather widespread around the Mediterranean Sea (and the State Party does acknowledge that the irrigation system of Battir is part of this wider Mediterranean system). Especially notable examples are found for instance in Greece, Italy, Spain and the Canary islands as well as in Syria and Lebanon. Terraced landscapes have recently attracted academic interest for their biodiversity as well as cultural interest and extensive papers have been produced.

Also comparatively well studied are the watch towers which are prevalent in many countries around the Mediterranean. The ones around Battir appear to be similar to those on other areas of Palestine.

What is missing from the comparative analysis are comparisons between the Battir landscape and the many other terraced landscapes of the Eastern and wider Mediterranean area, and also between Battir and other landscapes of Palestine, particularly those of the Judean Hills. Currently there is thus very little basis for determining why the Battir terraced landscape should be considered exceptional in the Mediterranean context or even in the Eastern Mediterranean context. Battir might be exceptional within Palestine, although its relationship to other terraced landscapes of the Judean hills need justifying, but what needs to be demonstrated is how its exceptionality extends beyond national boundaries.

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

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 terraces bear witness to thousands of years of human activity;
- The continuous settlements around springs from at least the Bronze Age (over 4,000 years);
- Clear evidence of settlement over thousands of years;
- The terraces, irrigation system, and pools were an important milestone in agricultural activity of the area and have been in continuous use since Roman times;
- Battir was on the Roman route from Gaza to Jerusalem;
- Olive trees are part of Palestinian identity.

ICOMOS considers that although it has been shown that there were a few pre-historic settlements in the vicinity of the property, that the name Battir might be associated with the biblical village of Bethar, that a Roman road ran near the property and that the current Battir could have emerged during the Ottoman period, the idea of a continuous and persistent settlement of these valleys cannot be sustained.

The terraces might have ancient origins but these have yet to be proved, and on the basis of current knowledge, it cannot be said that they have persisted since Roman times. There is some evidence for Roman terraces and water management techniques in the land of the former Roman Empire but the majority of the larger-scale activities appear to have fallen out of use after the demise of the Empire. Some lay abandoned such as in Syria, while others were partially revised in the 7th-8th centuries. It was not until around the 12th century that water management appears to have been actively reorganised. The situation in and around Battir is unclear. Without further survey and research it remains unknown whether the settlement of Battir and its associated terraces and water management system have persisted for centuries, or have been largely developed in the past few centuries.

Although the justification for OUV concentrates on the historical importance of the property, the comparative analysis focuses on considering the Battir landscape as exceptional for its current form; this physical exceptionality has also not been demonstrated.

As stated above, the Battir cultural landscape might be exceptional within Palestine and a landscape that deserves protection for its national value, but what has not been demonstrated is how it might be considered to be of Outstanding Universal Value.

Integrity and authenticity

Integrity

In terms of the boundaries, integrity is compromised through the exclusion of Battir village from the nominated area. The village is where farmers live and it thus contributes to the overall cultural coherence of the

property. Perhaps more fundamentally the integrity of the overall landscape is compromised by the fact that a sizable proportion of the lower irrigated fields are not included in the nominated area.

Although the nomination asserts that local farmers still use traditional agricultural practices, the vulnerabilities of this system are acknowledged, notwithstanding the commitment of the local community. The external factors impacting on these traditional practices are the potential construction of the separation Wall/Fence and settlements, the implementation of plans that would contribute to preserving the property, such as sewage and water network that would prevent the loss and contamination of the spring water, and of control of development around the village. These factors threaten, both directly and indirectly, the sustainability and integrity of this cultural landscape.

Authenticity

The nomination dossier acknowledges the impact of socio-cultural and geo-political changes on the authenticity of the property. These relate to constraints in repairing physical features of the landscape, the decline in the number of farmers, and the limited market for produce. Although the families continue with traditional irrigation practices in the lower terraces, the higher dry terraces are threatened by increasing neglect and afforestation. The construction of the Fence could impact further on the ability of farmers to continue farming their lands and thus on the overall sustainability and authenticity of the cultural systems reflected in the landscape.

ICOMOS considers that the conditions of integrity and authenticity have not currently been met and both are currently highly vulnerable.

Criteria under which inscription is proposed

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

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

This criterion is justified by the State Party on the grounds that the property is an outstanding example of a landscape that illustrates the development of human settlements near water sources. The village of Battir, which developed on the outskirts of this cultural landscape, and was inhabited by farmers who worked and still work the land, attests to the sustainability of this system and to its continuation for the past 4,000 years. A system of irrigation permitted the development of agricultural terraces in a very steep mountainous landscape fed by a complex irrigation system that is managed by the eight main families inhabiting the village. The methods used to construct the terraces illustrate significant stages in human history, and the ancient

system of canals, still in use today, dates back to ancient times.

ICOMOS considers that the development of settlement near water sources is an almost universal phenomenon and the choice of the site of Battir village does not appear to be outstanding. Although the nomination dossier states that there is a very long association between people and the environment in and around Battir, the evidence for continuous settlement over 4,000 years has not been put forward. Nor has the ancient history of the terraces and the irrigation system been confirmed by archaeology or documentation. The terraces and their associated irrigation system are of a type that is widespread around the Mediterranean basin. Much more research and analysis would be needed if they were to be considered exceptional in wider than a Palestinian context.

ICOMOS does not consider that this criterion has been met.

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

This criterion is justified by the State Party on the grounds that the strategic location of the property and the availability of springs were two major factors that attracted people to settle in the area and adapted its steep landscape into arable land.

Since the 12th century, Battir has been one of the main producers of vegetable products for the central part of Palestine. The property is an outstanding example of traditional land use, which is representative of thousands of years of culture and human interaction with the environment.

This human-made landscape has become vulnerable under the impact of socio-cultural and geo-political transformations that may cause irreversible damage. The agricultural practices that were used to create this living landscape embody one of the oldest farming methods known to humankind and are an important source of livelihood for local communities.

As set out in relation to criterion (iv), ICOMOS considers that the thousands of years of human interaction with the environment has not been demonstrated other than in general way. Many landscapes around the world have such time depth, but not necessarily continuous development or the persistence of traditions. What is needed for the Battir landscape is a much clearer understanding of the way it has developed and particularly the chronological development of its terracing and irrigation system. At the same time a more detailed comparative analysis is needed to allow the Battir landscape to be understood in relation to other similar

landscapes around the Mediterranean, in order to ascertain whether it might be seen as exceptional in a wider than Palestinian context.

Although the Battir landscape is vulnerable, that on its own is not sufficient to satisfy this criterion.

ICOMOS does not consider that this criterion has been met.

Conclusion on Outstanding Universal Value

ICOMOS does not consider that the Cultural Landscape of Battir can be said to unquestionably justify OUV.

4 Protection and management

Protection and management system

The focus of the nomination dossier has been to set out a case for the impact of the Fence in visual terms and on the management of the irrigated fields. The implication is that if these threats are removed, the property would be able to carry on as before.

The nomination dossier provides very little information on management and protection of the cultural landscape. In terms of protection, it appears that within the nominated property only archaeological sites and the ruins of human settlements are provided with legal protection. The dossier acknowledges that there is an absence of governmental policy regarding sustainable landscape planning, environmental protection, and sustainable development, which has resulted in uncontrolled urban expansion and solid waste, and water, air and soil pollution.

There is no management plan for the property and no management system is outlined. A Battir Conservation and Management Plan is being developed. An outline is included in the nomination dossier. This sets out clearly necessary aims and policies that are needed to strengthen community engagement promote pro-active management and optimise opportunities for sustainable development. The Plan will however not be completed within the next few months.

Boundaries of the nominated property and buffer zone

The nominated area does not include all fields that are part of the irrigation system focused on Battir. This has profound implications for the integrity of the property and for its manageability.

The buffer zone is primarily to the north, north-west, east, south and western sides of the property. It extends to the village of Al-Walaja to the northeast, the towns of Beit Jala and Al-Khader to the east, and the village of Husan to the south. To the north-east of the property, there is a ten metre wide strip. As well as the village of Battir, the buffer zone consists in part of abandoned terraces with

watch towers, and in part of terraces still in agricultural use.

The buffer zone is limited in terms of its protection as it does not include a key area exposed to the risk of establishment of a large settlement on the nearby hills of Al-Walajah. The rationale for the buffer zone delineation is not clear, nor the protective effect that it might have.

5 Emergency threats affecting the property

The State Party puts forward two emergency threats:

- The landscape has become vulnerable under the impact of socio-cultural and geo-political transformations that may bring irreversible damage to its authenticity and integrity,
- A plan to start the construction of a separation Wall could cut off farmers from fields they have cultivated for centuries.

Emergency threats

Proposed construction of a separation Fence (Wall)

The Battir cultural landscape and the way it functions has been impacted upon over the past 65 years by external geo-political forces that have led to divisions and regulatory Areas being imposed upon it that bear little relation to its socio-cultural units.

The main potential threat to the property is a plan by Israeli authorities to construct a physical barrier. This would prohibit access by Battir farmers to their lands beyond the railway line.

Whether the portion of the barrier that would cut off Battir lands will be constructed is still being debated by the Israeli High Court.

In December 2012, the Battir villages petitioned the Israeli High Court, with the support of the Israel National Parks and Friends of the Earth Middle East, to have the barrier re-routed beyond their land. The Israeli National Parks stated that 'the building of the fence (separation barrier) as currently proposed by the respondents (a 3.5 metre high bolstered metal fence along a 500 metre segment) does not adequately balance, as required, the range of conflicting interests, and does not adequately address the wide and irreversible damage that will be caused to the natural landscape, and heritage values that exist in the area'.

A temporary injunction was issued in May 2013 to stop the barrier from proceeding. A further Court hearing took place on 29th January 2014, when it was confirmed that the barrier would be a Fence rather than a Wall. The Court requested further clarification from the Israeli Railways and the Ministry of Transport, including whether gated access for farmers could be provided. The extra information was requested by 27th March 2014. At the

time of writing, a final decision by the Court remains pending.

If the barrier were to be constructed it could have physical impact beyond the line of the Fence on the railway tracks, as the security zone on either side could mean that the land appropriated extended to between 50 and 90 metres in width. Its construction might also impact severely on natural water drainage as well as on the traditional irrigation channels.

According to the State Party, experts remain divided as to whether the Fence and its associated security zones could be constructed without destroying terraces and in a way that allowed the flow of irrigation water to pass underneath. Even if both of these were possible, it is difficult to see how farmers would be allowed the flexible access necessary to moderate their water supplies in land on the Israeli side of the Fence.

Proposed construction of new Israeli settlements

High-rise Israeli settlements have been constructed over the crest of the surrounding hills in some specific areas, such as beyond the south-east of the buffer zone. The potential impact is not possible to assess.

Impact of socio-cultural and geo-political change

In the nomination dossier the State Party acknowledges that the cultural landscape has already become vulnerable under the impact of socio-cultural and geopolitical change that may bring irreversible damage to its authenticity and integrity.

These changes are multi-faceted but relate to the movement of people to the towns as well as the much restricted market for agricultural produce, and to the lack of repair and maintenance of the terraces.

Other threats

Afforestation

As a result of the abandonment of cultivation terraces and the loss of dry stone walls, spruce and pine trees species have begun to colonise some of the slopes in the property. If this process continues uncontrolled, it will severely impact on the character of the property, with an open terraced landscape being transformed into one of trees and associated scrub.

The State Party claims they are not allowed to cultivate these lands and there is the concomitant implication that these lands could be confiscated.

If confirmed, a combination of extended tree cover and confiscated lands would have an immense, severe and probably irreversible impact on the cultural landscape in visual and socio-economic terms. The loss of terraces could hasten erosion and also encourage the loss of native species such as the Palestine oak (*Quercus calliprinos*).

Lack of sewage system

No sewage system exists and it is stated that the Palestinians are not allowed to construct one. The current system is based on septic tanks and/or cesspits and there are concerns that these could in the future pollute the ground water if untreated sewage flows unchecked into the *wadis*.

Solid Waste Management

There is no efficient solid waste management in the property with the result that there are waste dumps near the agricultural terraces. However there is a new plan for solid waste management for the whole of the Bethlehem Governorate with a new landfill site at Al-Maniya that is already working.

Loss of water

Water for domestic use is being lost due to lack of maintenance. The State Party claims that they have been denied authorisation to build new reservoirs and a whole new system for domestic use.

Impact of threats

The construction of a separation Fence could radically impact on the overall morphology of the Battir landscape in visual terms and also potentially on hydrology, irrigation and the livelihoods of the farming community.

At the present time no decision has been made on whether the Fence will be constructed along the line of the railway and if so whether access for farmers and water necessary to irrigate fields on the Israeli side of the Fence will be allowed.

Furthermore no timetable is known for when a decision might be made.

In visual terms, a 3.5 metre high fence with wire above would create a highly visible and highly damaging divide across the valley landscape. ICOMOS considers that although the visual impact of the fence would be highly negative, it might be reversed with the removal of the structure at some point in the future, but whether or not this were possible without irreversible damage would depend on the methods of construction and the extent of the interventions to the terraces.

However socio-economic impacts might not be reversible. If the Fence did not allow adequate access for farmers and water, it could also impact severely on farmers' livelihoods through the loss of part of their irrigated land and would thus exacerbate the already vulnerable subsistence farming in the nominated area (see below). The landscape of fields on the Israeli side of the Fence will only survive as an irrigated terraced landscape, if there is sufficient permeability in the Fence to allow for farmers and water to access the fields to allow for control of water. The contention is made in the nomination dossier that the loss of the irrigated fields

beyond the Fence could mean that farmers no longer had a sustainable agricultural unit on the Palestinian side. It must be recalled however that the land beyond the Fence is not within Palestine and thus not part of the nominated property.

The Fence is not the only threat to the property. There are three other threats, all inter-related: shrinking population of farmers, abandonment of terraces and associated colonisation by non-indigenous tree species, as well as potential pollution of water supplies.

Although the absence of a Fence, or its re-alignment beyond the irrigated fields in the valley, or a Fence with satisfactory access for farmers would allow farmers to continue to farm their irrigated fields, there remains a great threat to the sustainability of the rest of the terraced landscape, particularly the dry terraces.

Many hectares of dry terraces have been abandoned or are only lightly farmed. Once cultivation ceases, repair of the terraces also ceases and erosion can set in quickly. Good soil gets washed out and trees and scrub begin to colonise the uncultivated land. Although there have been projects to revive terraces and repair broken down walls, the extent of terraces – some 500 km – within the nominated property means that the task of keeping the terraces farmed is far beyond the resources of the eight families who now farm the area. There is also the apparent further potential threat of confiscation of plots that are not farmed over a 3-4 year period under an Absentee Law.

ICOMOS considers that the robustness of the cultural landscape to respond to these threats is currently low. Although the eight farming families are highly committed to their landscape they are not working within a strong supportive framework. There is no adequate legal protection, insufficient support from national government, no subsidies for the revival of traditional practices, and inadequate markets for extra production. (See below for further details.) What the nomination dossier does not set out at all clearly is how the robustness of the traditional systems and practices could be strengthened.

Although the traditional village of Battir is an integral part of the cultural landscape, it has been overwhelmed by new development and is now no longer just a farming community. Its size is now putting a strain on services such as the water supply and sewage systems which cannot be improved, and which could easily impair the water supplies on which the farming system depends. This disjunction between the growth of the non-farming community and the decline of the farming community needs to be addressed urgently if the traditional irrigation system is to survive.

Potential Emergency

The Fence would create a highly undesirable visual intrusion into the landscape, albeit one that might be reversed at some point in the future if its construction did

not irreversibly impact on the terraces of the nominated area.

If permission is given for a Fence along the railway with no adequate passage for farmers and water, then the irrigated fields on the Israeli side of the Fence would probably be abandoned. This could have a highly negative impact on the livelihood of the eight farming families as they might not have sufficient irrigated fields on the Palestinian side for a sustainable livelihood.

Even without the issue of the Fence, there are growing threats to the dry terraces in the property from a range of less dramatic causes but with equally serious implications related to abandonment of farm land and afforestation, which over time could become dramatic and irreversible.

These threats are potential dangers to the property. The issue is whether these dangers might be considered as an emergency for which a decision by the Committee would ensure its safeguarding.

The Fence would be constructed outside the nominated property and would impact on land that is also outside the nominated property.

Many cultural landscapes extend across political boundaries and it is not always possible to protect an entire geo-cultural landscape unless there is a transnational nomination. This nomination is only for land currently within Palestinian territory.

The definition of an emergency in the nominated area could not in ICOMOS's view allow the World Heritage Committee to take actions that might influence the actions of a State Party not associated with the property. Accordingly ICOMOS questions whether a decision of the Committee could ensure the safeguarding of the property in terms of mitigating the impact of the Fence.

As for ways of mitigating longer term threats associated with abandonment and afforestation, these are also not susceptible to immediate safeguarding by a decision of the Committee, but need sustained interventions within a framework of a fully developed Management Plan.

Conclusion on Emergency

ICOMOS does not consider that the Dangers facing the property can be considered to constitute an Emergency situation for which a decision by the Committee is necessary for its safeguarding.

6 Conclusions

In response to the requirements of Emergency Nominations as set out in *Operational Guidelines*, paragraph 161, ICOMOS has considered whether:

- The property is in Danger, as a result of having suffered damage or facing serious and specific dangers from natural events or human activities, which would constitute an emergency situation;
- An immediate decision by the Committee is necessary to ensure its safeguarding;
- According to the report of the relevant Advisory Bodies, the property may unquestionably justify Outstanding Universal Value.

ICOMOS's conclusions are as follows.

A case has not been made for the property unquestionably justifying Outstanding Universal Value. In the absence of detailed survey, research and comparative analysis, a case has not been made for the property having greater than national value.

The main potential threats to the property are the construction of a Fence, and the abandonment of terraces and afforestation. ICOMOS considers that these threats do constitute potential dangers to the cultural value of the property.

However, as the threat of construction of a Fence arises outside the nominated area, ICOMOS questions whether the potential danger arising from the visual and socio-economic impacts of the Fence constitutes an Emergency as ICOMOS considers an immediate decision by the World Heritage Committee might not ensure its safeguarding through forestalling such a threat or reversing it, if it became a reality.

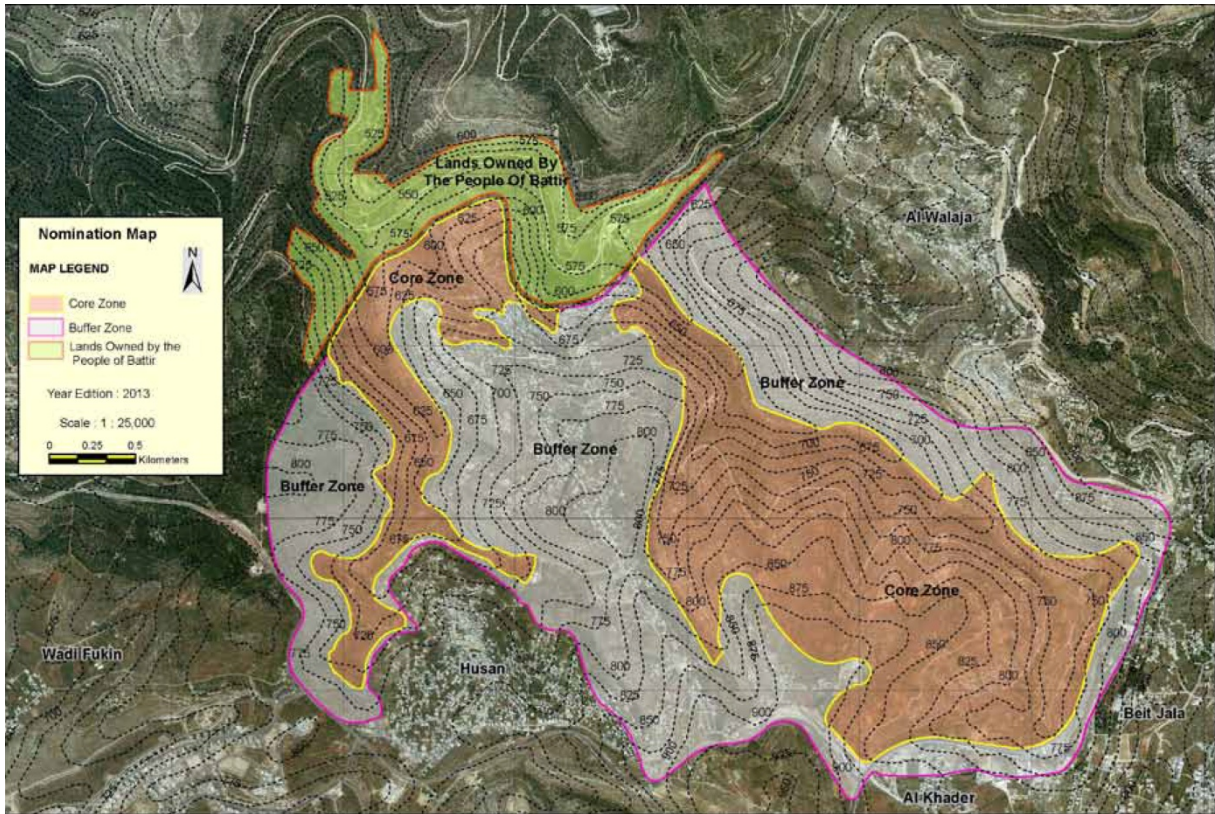
The nominated property does not only face this one threat: it is also highly vulnerable to the abandonment of terraces and the spread of afforestation, as well as to a wide range of socio-economic factors and political constraints. These threats could also in time endanger the property.

ICOMOS also considers that these longer term threats cannot be considered to constitute an emergency for which a decision of the World Heritage Committee could have an immediate impact to ensure the safeguarding of the property. The reversal of the conditions that support these negative changes will only be achieved through sustained interventions at a local level, through an active management plan and with the full engagement of local communities, and local and national authorities.

7 Recommendations

Recommendations with respect to inscription

ICOMOS does not consider that the present nomination of Palestine: Land of Olives and Vines Cultural Landscape of Southern Jerusalem, Battir, Palestine, is unquestionably of Outstanding Universal Value; and, while several threats have been identified for this property, ICOMOS has not found that it faces an emergency for which an immediate decision by the World Heritage Committee could ensure its safeguarding.



Map showing the boundaries of the nominated property



Terraced landscape



Agricultural watchtowers



Remains of 'ancient' stone olive presses



Retaining pool known as the Roman pool

Qal'at al-Bahrain: Ancient Harbour and Capital of Dilmun (Bahrain)

No 1192 Ter

1 Basic data

State Party

Bahrain

Name of property

Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun

Location

Northern Governorate, Al Qalah Village District

Inscription

2005

Brief description

Qal'at al-Bahrain is a typical tell – an artificial mound created by many successive layers of human occupation. The strata of the 300 × 600 m tell testify to continuous human presence from about 2300 BC to the 16th century AD. About 25% of the site has been excavated, revealing structures of different types: residential, public, commercial, religious and military. They testify to the importance of the site, a trading port, over the centuries. On the top of the 12 m mound there is the impressive Portuguese fort, which gave the whole site its name, qal'a (fort). The site was the capital of the Dilmun, one of the most important ancient civilizations of the region. It contains the richest remains inventoried of this civilization, which was hitherto only known from written Sumerian references.

Date of ICOMOS approval of this report

6 March 2014

2 Issues raised

Background

The Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun was inscribed on the World Heritage List at the 29th session of the World Heritage Committee (Durban, 2005) with the name *Qal'at al-Bahrain Archaeological Site* under criteria (ii), (iii) and (iv). In 2006, the 30th session of the World Heritage Committee in Vilnius approved the State Party's request to change the name of the property to the current *Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun*.

Two year later, in 2008, a request for a boundary extension of the property to include a second component which encompassed the sea channel and ancient sea tower was approved by the World Heritage Committee.

Furthermore, a visual corridor extending 12km into the sea was established as the buffer zone (Decision 32 COM 8B.54).

In 2011, the retrospective Statement of Outstanding Universal Value (SoOUV) of the property was adopted. Through this SoOUV, other attributes that convey the Outstanding Universal Value of the property that are excluded altogether from the existing boundaries of both the property and its buffer zone were revealed.

After being aware of other excluded attributes of the property, on 11 June 2012, the World Heritage Centre received a letter from the Kingdom of Bahrain that informed of the State Party's plans to develop a highway that crosses through the buffer zone of the inscribed property, in the immediate vicinity of the archaeological tell, where numerous unexcavated areas and palm groves are located. Subsequent to the joint WHC/ICOMOS Advisory Mission (July 2012) that was undertaken to assess the potential impact of the proposed project on the Outstanding Universal Value of the property, the State Party agreed towards identification of an alternative route for the N-Road. As a result, the 37th session of the World Heritage Committee (Phnom Penh, 2013), through Decision 37 COM 7B.47, commended the State Party for its renewed commitment to the conservation and protection of the Outstanding Universal Value of the property.

In January 2014, the State Party submitted a request for minor modifications to the property and buffer zone boundaries of the Qal'at al-Bahrain: Ancient Harbour and Capital of Dilmun.

Modification

The State Party is proposing a minor boundary modification to the Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun World Heritage property as well as to the property's buffer zone boundaries. The proposed modification will extend the boundary of the World Heritage property by 38.2 ha, thus enlarging it to 70.4 ha and the buffer zone from 73.8 ha to a total area of 1311.8 ha.

The proposed extension will enclose the palm groves and agricultural gardens, located west, south and east of the World Heritage property and enlarge the buffer zone to the west and south of the current buffer zone.

The minor boundary modification is proposed with the understanding that the Outstanding Universal Value has not been fully expressed through the current property area, as it does not include the attributes found in the agricultural landscape surrounding the property and that a boundary modification can correct this oversight.

The State Party submitted two types of maps, one clearly showing both delimitations of the inscribed property and the existing buffer zone together with the proposed modifications of the property and the existing buffer zone. The other map that is submitted clearly

shows only how the property will look if the revision were to be approved.

World Heritage property modification

The boundary modification to the east of the Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun World Heritage property extends towards Qal'at al-Bahrain Avenue, it then follows the road south to the intersection with the path leading to Road No. 3249. Further south, the boundary includes a fraction of the farmland located north and south of Karbabad Avenue. The boundary line then continues towards the roundabout of Qal'at al Bahrain Avenue, south of the property, and to the eastern entrance to the Qal'at al-Bahrain village.

The proposed boundary extension south of the current property excludes the row of houses which were constructed in the 1970s, with the purpose of relocating the residents whose houses were situated on the archaeological tell within the World Heritage property. The extension also excludes the new houses which are being built at present, south of Avenue 44, with the purpose of relocating the residents once again, this time at their own request, in light of the low construction quality of the previous houses as well as sand and erosion difficulties.

The southern boundary extension includes the gardens south of the previously mentioned residential area of Qal'at al-Bahrain village, it then follows the southern margin of the gardens westwards, towards the intersection of Avenue 44 and Avenue 42.

To the west of the current property, the extension continues from the southern boundary extension area to the north of Avenue 44, excluding the palm water factory situated at the intersection of Avenue 44 and Avenue 42 and continues west until Road No. 6025.

The proposed property boundary continues north of Road No. 6025, excluding a farmland area to the west, due to its poor state of conservation, with two thirds of the land inactive and covered with shrubs. The extension includes the coastal area north-west of the current property.

The agricultural gardens palm groves were selected according to the level of preservation of the attributes which convey the Outstanding Universal Value of the property, their state of conservation and proximity to the property.

Buffer zone modification

The proposed extension of the buffer zone is to the west and south of the current buffer zone. This proposal is to include a minor extension to the south of the existing boundary, towards Avenue 24, incorporating into the buffer zone an archaeological area and a small agricultural area which was previously excluded and which create a backdrop for the southern gardens in the proposed extension.

The proposed western boundary extends the existing buffer zone boundary, following the Al Nakheel Highway, until the western edge of the Karranah Primary Girls School. The boundary then extends north, following Road No. 6037 and borders the Karranah northern residential area.

West of the existing buffer zone, the proposed buffer zone boundary will incorporate agricultural areas which are not part of the proposed extension of the World Heritage property, due to the poor state of conservation and lack of attributes conveying the Outstanding Universal Value of the property. Despite the poor state, these areas are included in the proposal to protect the wider setting of the agricultural landscape.

South-west of the existing buffer zone, the proposed extension would include an area which is designated for residential buildings by the zoning plan, with the purpose of maintaining control on the development and maintaining view access from and towards the property.

Finally, to the north of the existing buffer zone, the proposed buffer zone will include the coastal area, part of the sea as well as a portion of the Nurana reclamation.

According to the State Party, the proposed extension of the buffer zone will, firstly, include areas that are related to the property, but have a poor state of conservation and do not have Outstanding Universal Value, such as the agricultural gardens to the west which will protect the wider setting and control development.

Secondly, the inclusion of portion of the Nurana reclamation in the buffer zone would extend the buffer zone 10 meters onto the reclamation for the purpose of ensuring visual protection of the World Heritage property by creating a green landscape buffer around the future envisaged developments.

Implications for legal protection and management arrangements

The Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun World Heritage property currently consists of two components which are National Monuments in terms of the Kingdom of Bahrain Legislative Decree No. 11 of 1995, concerning the Protection of Antiquities and Royal Decrees 21 of 1983, 26 of 2006 and 24 of 2008.

In 2012, there was a mission undertaken to the property. Amongst others, the mission noted that a zoning plan for the property has been developed, in cooperation with other government departments, and it provides control to the height of surrounding buildings and the nature of future urban development, thus ensuring maintenance of visual and physical integrity, including the visual corridor and marine elements added to the site by the World Heritage Committee in 2008 (32 COM 8B.54). Moreover, this plan also allow for consultation with the managing bodies, the Directorate of Archaeology and Heritage and the Directorate of Museums in the Ministry of Culture,

who monitor potential threats to the site and follow up conservation issues. This requirement for consultation is in line with the requirement of the Ministerial Order 1 of 1998 that the Directorate of Archaeology and Heritage be consulted before any project is undertaken that threatens any archaeological site.

The 2012 mission further noted that the property is fenced and is provided with on-site security. Visitor access is managed and monitored by the new on-site museum and this museum fulfils a very important role in the presentation/interpretation of the site as well as raising awareness of visitors, since it has been designed specifically to highlight the features of the Outstanding Universal Value of the property and surrounding buffer zone.

No excavations are currently allowed in the property, but there are plans for the management of future excavations and a programme of underwater archaeology, including survey of the ancient channel. The village community situated on the southern boundary of the tell is being moved to a new location away from the site.

The State Party reported that the Ministry of Culture is preparing an amendment to the Heritage Law, Decree 11 of 1995, which will be ready for promulgation in the second quarter of 2014. In order for the cultural landscape of the Qal'at al-Bahrain to be protected at the highest national level, the designation had been made by the Ministry of Culture to include a new subcategory, Cultural Landscape, to the existing category of Immovable Monuments which currently consists of two subcategories, namely, Archaeological Heritage and Historic Buildings and Houses. Cultural Landscapes, as Immovable Monuments will fall under the protection of the Ministry of Culture once the amendment to the Heritage Law has been passed.

Concerning the protection and maintenance of the natural heritage of the agricultural gardens and the Palm groves of Qal'at al-Bahrain, the national legislation on environmental resources is applied. Legislative Decree No. 21 of 1996 concerns control over environmental aspects, and the right to develop and implement policies for environmental protection. Further, Legislative Decree No. 21 of 1983 concerning the protection of Palm Trees (Article 1) states that cutting down or causing the cessation of growth of palm trees is prohibited.

The Ministry of Municipalities Affairs and Urban Planning listed the area of cultural landscape surrounding the property as Unplanned Area for the purpose of protecting the land from any potential development, considering that under the current legislation 30 per cent of agricultural land can be built upon.

The basis for the land use planning and zoning regulations is achieved through the Physical Planning Law of 1994 together with the Municipalities Law promulgated in 2001 and amended in 2006,

implemented by the Ministry of Municipalities Affairs and Urban Planning. Under its framework, the most relevant bylaws are Edict No. 20 (2009), Zoning Regulations for Construction and Edict No. 56 (2009), Implementation Regulations Bylaw for Subdivision of land prepared for Construction and Development.

The agricultural gardens and palm groves which are an "indissociable element" of the site are all in private ownership and mostly inaccessible to visitors. A draft Memorandum of Understanding (MoU) has been created between the Ministry of Culture and the owners of the properties located within the area designated for the extension of the World Heritage property. The MoU explains the particularities of the responsibilities of each party, the benefits as well as the legal measures which would be taken in case one of the parties violates the understanding.

The current buffer zone is under the protection of the Royal Decree No. 26 of 2006. This Decree instructs the Ministry of Municipal Affairs and Agriculture to refrain from any land reclamation in the extended buffer zone and prevent the construction of buildings that exceed 3 storeys. The majority of the buffer zone is currently designated as unplanned land.

In addition to the surrounding landscape being declared as Unplanned Area, Legislative Decree No. 11 of 1995, of the Heritage Legislation concerning the Protection of Antiquities, provides legal protection for areas surrounding protected areas. For instance, Article 7 of this law states that:

"No planning or partition projects in the areas of which artefacts are found shall be approved except after obtaining the permission of the competent authority of archaeology which will determine the areas where archaeology landmarks are found to be published in the Official Gazette and notify the authority concerned with planning and partition".

Furthermore, Article 8 of the same law states that:
"Building or rebuilding permits shall not be given for areas close to archaeological sites and historical buildings except after obtaining the permission of the competent authority to ensure the construction of modern building which shall suitably confirm with archaeological features."

This article provides the theoretical background for the justification of a buffer zone of the entire site, which will also correspond to the cultural landscape. According to the State Party, the restrictions for the buffer zone of the property will be integrated in the Land Use and Zoning regulations which are subcategories of the Physical Planning Legislation of 1994 at their forthcoming revision in late 2014.

The Integrated Management Plan (MP) for the World Heritage property for 2013-2018 already indicates the necessity for the integration of the cultural landscape into

the property and the enlargement of the existing buffer zone. According to the State Party, this plan is currently being implemented.

ICOMOS welcomes this proposal which will improve and reinforce the protection of the property.

3 ICOMOS Recommendations

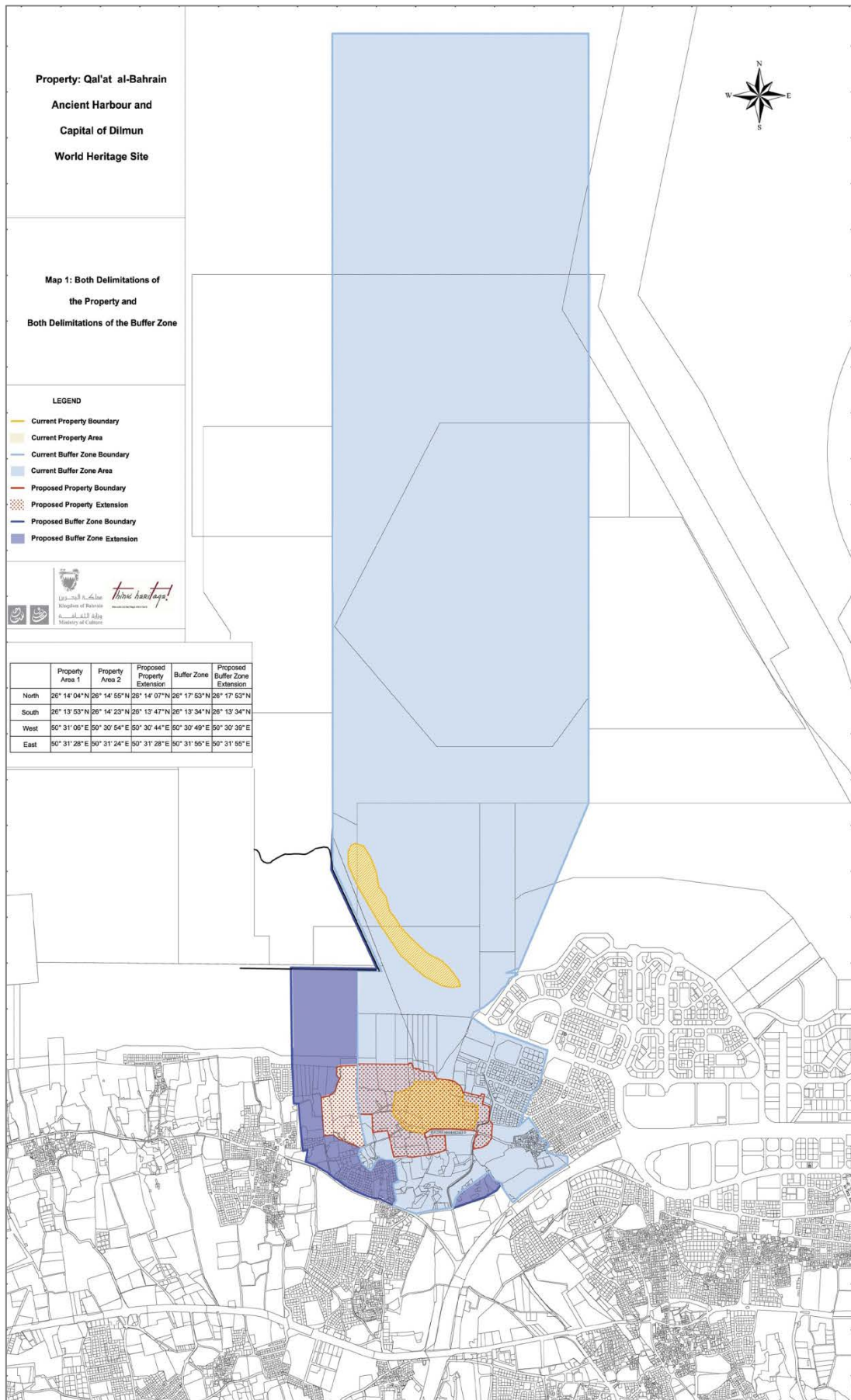
Recommendations with respect to inscription

ICOMOS recommends that the proposed minor modification to the boundary of The Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun, Bahrain, be **approved**.

ICOMOS recommends that the proposed minor modification to the boundary of the buffer zone for The Qal'at al-Bahrain – Ancient Harbour and Capital of Dilmun, Bahrain, be **approved**.

ICOMOS also recommends that the State Party provide to the World Heritage Centre:

- A copy of the amended Heritage Law, Decree 11 of 1995, which was planned for promulgation in the second quarter of 2014;
- An indication of when the current draft Memorandum of Understanding (MoU) that has been created between the Ministry of Culture and the owners of the properties located within the area designated for the extension of the World Heritage property will be concluded and the final copy once it has been concluded;
- Land use and Zoning regulations which are subcategories of the Physical Planning Legislation of 1994 once they are finalized at their forthcoming revision in late 2014.



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

Bolgar (Russian Federation) No 981 Rev

Official name as proposed by the State Party

The Bolgar Historical and Archaeological Complex

Location

Town of Bolgar, Spasskiy Rayon District
Republic of Tatarstan
Russian Federation

Brief description

The archaeological site of Bolgar lies on the shores of the Volga River approximately 40km south of its confluence with the River Kama. It contains evidence of the medieval city of Bolgar, an early settlement of the civilization of Volga Bulgars, which existed between the 7th and the 15th centuries. Bolgar was also the first capital of the Golden Horde in the 13th century. Apart from references to its spatial organization, the site predominantly preserves its religious buildings, including a former mosque, a minaret and several mausoleums, bath houses, remains of a Khan's palace and shrine as well as its well-preserved defences consisting of ramparts and moat. For Tatar Muslims, the historical complex of Bolgar is sacred and a pilgrimage destination.

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

31 August 1991

International Assistance from the World Heritage Fund for preparing the Nomination

None

Date received by the World Heritage Centre

29 June 1999
30 January 2012
31 January 2014

Background

This is an originally deferred nomination (25 COM, Helsinki, 2001), which had previously been deferred (24 COM, Cairns, 2000).

In 2001, the World Heritage Committee adopted the following decision (25 COM X.C):

The Committee discussed extensively the authenticity and materials used for reconstruction at the site. Several delegates questioned whether the type of early documentary evidence supplied from the 19th century would be sufficient to guarantee authenticity for the reconstruction of the Great Minaret.

A number of interventions focused on the importance of the site as historical evidence for a nomadic empire. The Committee encouraged the State Party to submit a revised nomination dossier, which further elaborated the history of movements of people.

Furthermore, the Committee suggested that a workshop could be organized on the question of authenticity and reconstruction to provide clear guidance in this matter.

The State Party submitted a revised nomination dossier on 30 January 2012, which was referred back at the 37th session of the World Heritage Committee (Phnom Penh, 2013) which adopted the following decision (37COM.8B.43):

The World Heritage Committee,

- 1. Having examined Documents WHC-13/37.COM/8B, WHC-13/37.COM/INF.8B.1 and WHC-13/37.COM/INF.8B.4,*
- 2. Recognizing the Outstanding Universal Value of the site, refers the nomination of the Bolgar Historical and Archaeological Complex, Russian Federation, back to the State Party in order to allow it, in collaboration with the Advisory Body (ICOMOS), in particular by inviting an advisory mission to the site, to take adequate measures for an inscription on the basis of criteria (iii) and (vi) at its next session.*

The State Party submitted a revised nomination dossier on 31 January 2014.

Consultations

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

Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 29 September to 4 October 2012. An Advisory Mission visited the property from 30 August to 3 September 2013.

Additional information requested and received from the State Party

In the context of the submission in 2012, ICOMOS sent a letter to the State Party on 18 September 2012 requesting additional information with regard to the cultural character of the property, attributes demonstrating the Outstanding Universal Value, the scope of the comparative analysis, key management mechanisms, developments proposed for the site and its surroundings as well as monitoring arrangements. The State Party submitted 221 pages of additional information which it defined as a revised final version of the nomination dossier, on 16 November 2012. Not all the questions identified by ICOMOS were addressed by this material. Following the provision of the Advisory Mission report on 16 October 2013, the State Party submitted a draft of a further revised nomination for

review on 20 December 2013, to which ICOMOS replied with requests for additional information on 16 January 2014. A once more revised nomination dossier responding to the additional information requests was submitted on 31 January 2014.

Date of ICOMOS approval of this report

6 March 2014

2 The property

Description

The archaeological and historical complex of Bolgar is located on the shores of the Volga River, approximately 40 km south of the confluence of Volga and Kama and 200 km south of the capital of Tatarstan, Kazan. It is situated on the edge of the 30m high Volga river terrace to the immediate east of the modern village of Bolgar. The property encompasses an area of 424ha and is surrounded by an earthen rampart of up to five metres in height and a moat of two metres in depth. The property is of approximately triangular shape, with its apex facing south. To its north it is bordered by the Volga River shore. The buffer zone is 12,101ha.

The archaeological remains on site present a stratigraphy of 6 layers below the contemporary modern village. The earliest layers of pre-Bolgar settlements date back to the second half of the 1st millennium. The site further testifies to the Volga Bolgar pre-Mongolian settlement constructed between the 9th and 11th centuries and the first capital of the Golden Horde established in the late 13th century. There are additional layers of the Kazan Khanate period after the decline of the Volga Bolgar civilization in the mid 15th to 16th centuries and the Russian history period during which time an orthodox monastic complex was added to the site.

The central feature of the historical and archaeological complex at Bolgar is the historic mosque of tetragonal shape, preserved as an architectural ruin and one of the rare surviving architectural manifestations of the early Golden Horde period (late 13th century). The minaret of this former mosque collapsed in 1841 but was reconstructed in the year 2000 on the basis of historical drawings made on site in 1827. The new minaret was re-erected on its original foundations and integrates historic stones, which belonged to the original minaret.

A second mosque situated 500 metres south of the large mosque has preserved its original minaret, constructed in the second half of the 14th century as a smaller model of the larger one built a few years earlier. This minaret of slightly more than 10 metres height, is the only medieval Bolgar architectural monument which has survived fully intact until the present-day.

A number of mausoleums contribute to the religious significance of the site, which is the historic location at which the Bulgars officially embraced Islam in 922 AD. The so-called North Mausoleum, the shrine of a noble

Bolgar family, is located at the northern façade of the large mosque and the East Mausoleum, the shrine of the Bolgar family Burashbekow, at its eastern façade. The latter was converted into a Russian Orthodox church in the 18th century and is referred to as St Nicholas's. The Khan's shrine, located north of the smaller minaret, was constructed at the beginning of the 14th century and represents the cubic mausoleum style with central dome, which is so popular all over the Islamic world. Several smaller mausoleums of the 14th and early 15th centuries are located in the southern part of the historic complex.

The chambers were structures with various functions; some were bathhouses, like the Red or White Chambers, others richly decorated courthouses like the Black Chamber, which is part of the Khan's palace complex. The latter is the only well-preserved civic building in the complex which dates to the early Volga Bolgar rule in the 14th century.

The Church of the Dormition of the Virgin was built between 1732 and 1734 in the centre of the archaeological site, north of the large mosque. Its vertical belfry is now a prominent sight in the Bolgar landscape and provides a reference point. During its construction stone from the ruined buildings of Bolgar was reused and the wall plinths still carry Arabic and Armenian inscriptions. In the 1970s the monastic Church was converted into the on-site Historical and Archaeological Museum.

Three complexes lie outside the defensive structures of the archaeological complex but are included in the property: the Small Township, the Greek Chamber and early settlements identified on the first river island. The Small Township, founded in the 13th century, is located outside the southern entrance gate of Bolgar. It comprises a fort with two towers at the southernmost end as well as residential stone buildings. A church called the Greek Chamber is situated at the westernmost extension of the nominated property on the Volga terraces. Built of limestone blocks in the 14th century, it belonged to the Armenian merchant colony located there. It is believed that the remains of the Armenian colony are evidence of the international trade relations of the Volga Bulgars in the 14th century. The island located closest to the site, which became an island only after the construction of the Kuibyshev Dam and Reservoir in 1957, contains a settlement of the Bolgar Pre-Mongolian period.

The historical and archaeological complex of Bolgar retains considerable and multi-layered archaeological potential reaching back to earlier periods than the preserved architectural evidence. The earliest settlement layers, discovered close to the Jerusalem ravine, date back to the first half of the 10th century. Several other locations reveal archaeological evidence of occupations between the 10th and the 13th centuries.

History and development

The Bulgars were a collective group of nomadic tribes which formed during the period of the great migration of peoples. In the 630's they founded the state of Bolgaria to

the north of the Balkans. In the 8th century some Bolgar tribes departed towards the central Volga region and established the nation of Volga Bulgaria. The town of Bolgar became the nation's capital in the 10th century and it was here in 922 AD that the Bolgars officially embraced Islam.

Bolgar developed to become a trade centre between Eastern Europe and Central Asia as well as a centre of handicraft production, well-known for its leather goods. In the 12th century the capital of the Volga Bolgars was relocated to Bilyar. However, Bolgar remained very influential. In 1236 the town was seized and burned by the Mongols and its fortifications were dismantled. Despite this destruction, Batu Khan selected Bolgar as the first capital of the Golden Horde in 1242. This led to a new revival in the second half of the 13th century and Bolgar became the urban centre of the newly-established state.

In the 14th century the capital of the Golden Horde shifted southwards to Sarai, while Bolgar remained a vital northern centre. At this time the large mosque, the Khan's Palace and many of the residential structures and mausoleums were erected. Also paved roads, water facilities, public bathhouses and drainage systems were constructed. Feudal discord within the Horde started to weaken the empire in the 15th century, which fell as a result of the campaign by the Moscow forces led by Great Prince Basil II in 1431. The town of Bolgar was largely destroyed, lost its privileged position and remained from then on a small settlement and Muslim pilgrimage centre. In the 16th century all other remains of the Bolgar state were incorporated into the Rus state and the nation of Volga Bulgaria ceased to exist.

In the 17th century Tsar Feodor Alexeevich visited Bolgar and ordered it to be documented and preserved. Soon after, a monastery was established in the centre of the site utilizing the foundations and stones of the Khan's Palace Court. In 1770 the monastery was closed and the village was renamed Uspenskoe, only to be called Bolgary again a century later. The village expanded continuously, reusing building materials from the archaeological site. The minaret of the great mosque collapsed in 1841 as a result of cavities in its foundations dug out by treasure hunters.

In 1864 systematic archaeological investigation of the site commenced with an excavation by V.G. Tizengauzen. In March 1878 the Society of Archaeology, History and Ethnography became responsible for the property. After the Russian Revolution responsibility was transferred to the Department of Museums and Preservation of Monuments and Ancient Buildings, Art and Nature and the Academic Centre of Tatar people Commissariat of Education. In 1923 the area within the ramparts was declared an inviolable reserve and conservation works were carried out. From 1954 onwards systematic conservation of the entire complex was undertaken and a historical and architectural museum opened in 1962. Since 2000 the property has

been called the Bolgar Historical and Architectural Culture Preserve.

3 Justification for inscription, integrity and authenticity

Comparative analysis

The comparative analysis of the revised nomination dossier sets out four aspects according to which Bolgar is compared with other historical and archaeological properties: sites connected with the Volga Bolgar civilization in the same geo-cultural region; remains of key settlements of the Golden Horde; properties influenced by Islamic religion and architecture in Eastern Europe, Central Asia and other parts of Asia; as well as other early Islamic civilizations in the Arab States.

The nomination dossier emphasises that Bolgar is without comparators as testimony of the Volga Bolgar rule as well as the centre of the Mongol Empire of the Golden Horde. ICOMOS requested further qualification of this statement by the provision of a comparative analysis of the physical remains with all the later capitals and key cities of the Volga Bolgar civilization and the Golden Horde.

Amongst properties of Islamic influence in architecture and sacred associations, Bolgar is said to have no analogues in the same geo-cultural regions. It could however be compared with other historical and archaeological sites recognized as World Heritage, such as the Minaret and Archaeological Remains of Jam, Afghanistan (2002, (ii), (iii) and (iv)), Takht-e Soleyman, Iran (2003, (i), (ii), (iii), (iv) and (vi)), State Historical and Cultural park "Ancient Merv", Turkmenistan (1999, (ii) and (iii)), Kunya-Urgench, Turkmenistan (2005, (ii) and (iii)), as well as several other inscribed World Heritage Sites.

Further comparison is drawn to early city centers of the Islamic world, including Samarra Archaeological City, Iraq (2007, (ii), (iii) and (iv)), the Walled City of Baku, Azerbaijan (2000, (iv)), and the Al Qal'a of Beni Hammad, Algeria (1980, (iii)), an exceptional testimony of the Hammadid civilization which, like the Volga Bolgar civilisation, ceased to exist.

ICOMOS considers that, as the key settlement centre of the Volga Bolgars and the early capital of the Golden Horde, Bolgar has historic importance. ICOMOS further considers that the traces of these civilizations are embedded in the continuity of earlier and later civilizations including the Khazan Khanate and Rus State. Whilst ICOMOS does not consider that the comparative analysis has underlined that the physical evidence which remains preserved at Bolgar is outstanding among the other capitals and key cities of the Volga Bolgar civilization and the Golden Horde, it considers that the historical and archaeological site of Bolgar illustrates a unique succession of historical layers characterising the exchanges between eastern and

western influences which Bolgar experienced over the centuries. The comparative analysis does not provide comparators among multi-layered sites with both archaeological and architectural remains in the wider region occupied by the Volga-Bolgar and the Golden Horde. Nevertheless, ICOMOS considers that the recognition of Outstanding Universal Value as requested by the World Heritage Committee in the decision 37COM.8B.43 would be best supported by these characteristics. ICOMOS notes that the World Heritage Committee considered that Bolgar plays a very important reference role for Islam in Tatarstan and wider parts of South-east Europe and Central Asia in relation to its role as the historic location in which Islam was first accepted by the Volga Bolgars and from where it spread to other parts of the region. Based on the decision of the World Heritage Committee to acknowledge Outstanding Universal Value in relation to criterion (vi), it should be assumed that Bolgar is considered exceptional in this context.

ICOMOS considers that the comparative analysis and the additional research undertaken by ICOMOS have illustrated that the Outstanding Universal Value identified by the World Heritage Committee in its decision 37COM.8B.43 can best be related to an exceptional multi-layered site representing all subsequent historic occupations and which is the regional reference point for the establishment of Islam in Central Asia.

Justification of Outstanding Universal Value

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

- It is a unique testimony to the existence of an ancient civilization in the Middle Volga region between the 10th and 15th centuries, that of the Volga Bolgar, and a unique example of Bolgar-Tatar architecture.
- The historical and archaeological complex is a sacred place for Muslims from all over Russia and other states and was the place at which the Volga Bolgars formally adopted Islam in 922 AD.
- The site contains remarkable evidence of historical continuity and mutual influence of cultural traditions of Turkic, Finno-Ugric, Slavic and other peoples of Eurasia on the part of the Volga Bolgars, the Golden Horde, the Kazan Khanate and the Russian state.
- The Bolgar complex is located at the crossroads of economic, cultural and political communication routes and illustrates in its physical remains the unique interaction of nomadic and urban cultures.

ICOMOS notes that the World Heritage Committee in its decision 37COM.8B.43 recognized the Outstanding Universal Value of the site as a testimony to the period of the Volga Bolgars or the early capital of the Golden Horde, as well as for its religious associations and its memorial value as the location in which Islam was introduced and accepted by the Volga Bolgars in 922 AD.

ICOMOS considers that although Bolgar represents a unique testimony of the Volga Bolgar culture, the historic ancestors of the contemporary Tatars, the authenticity of this testimony, in particular its physical setting, has been compromised through a number of recent reconstruction and construction projects. ICOMOS considers that the historical and archaeological complex of Bolgar cannot justify Outstanding Universal Value as a testimony to a cultural tradition or civilization. Neither the Volga Bolgar nor the Golden Horde material evidence seems to qualify as the most outstanding authentic remains of the respective civilizations.

ICOMOS considers that it is rather the continuity of subsequent layers of different civilizations that contributes to the uniqueness of Bolgar, which provides vivid evidence of the mutual influence and historic cross-fertilization of cultural traditions of Turkic, Finno-Ugric, Slavic and other peoples of Eurasia, including the Volga Bolgars, Golden Horde, the Kazan Khanate and the Russian state. In light of this, the ICOMOS Advisory Mission advised the State Party to consider resubmission of the nomination dossier under criteria (ii) and (vi), highlighting the cultural interchange of values over several consecutive cultural traditions and rulers.

ICOMOS considers that Bolgar provides remarkable evidence of cultural exchanges from the 10th century onwards, including exchanges of the cultural traditions of people of Turkic, Finno-Ugric and Slavic origins. ICOMOS also considers valid the argument that Bolgar, as a historic trade centre along the Volga River, illustrates the historic interaction between urban and nomadic cultures.

Integrity and authenticity

Integrity

The nominated property contains the complete area of historic occupation by various consecutive civilizations on the upper plateau of the site, including the outer ramparts of the city. In the revised nomination, the property further includes early parts of a Volga Bolgar settlement located in the lower level of the site and on the closest Volga island, now partly submerged following the construction of the Kuibyshev Dam and Reservoir in 1957. ICOMOS therefore considers that the property includes all relevant elements and is of adequate size. ICOMOS also considers that large parts of the archaeological remains on the designated property are not yet known and that the site retains strong potential for archaeological research.

ICOMOS considers that the integrity of the property has suffered adverse effects from development over the past 3 centuries, including some very recent large-scale new constructions. The modern village of Bolgar is located on top of the archaeological remains of the property and a programme to resettle the inhabitants, purchase and demolish existing houses, whilst potentially retaining some buildings to be used for tourism purposes, has been launched. An airport runway previously built on the site

has now been utilized as a car park, and an adjacent site was prepared for use for pilgrim's tents during the annual pilgrimage season. During the ICOMOS Advisory Mission the State Party committed to moving the pilgrim accommodation facilities to an alternative location in the southern buffer zone of the property. The most recent constructions include houses used for exhibitions about traditional local craftsmanship and healing built in 2010, which were placed in close proximity to the historic mosque, the central feature of the Bolgar site. Further constructions include the Memorial Sign, a large mosque-like marble building with a gilded dome next to the historic mosque in the very centre of the property. In particular, the visual proportion of the latter construction has had a negative impact on the site and its landscape character. ICOMOS considers that more sensitive planning of any future interventions or visitor interpretation is necessary to preserve the integrity of the property and that Heritage Impact Assessments (HIA's) according to the ICOMOS Guidance for Heritage Impact Assessments for world cultural heritage properties need to be undertaken for these in order to obtain approval by the World Heritage Centre and the Advisory Bodies before implementation.

Authenticity

The State Party claims that the authenticity of the archaeological and historical complex is high and that the only exception to this is the Great Minaret, which was reconstructed in 1990, but has retained authenticity in design. ICOMOS considers that the number of recent architectural and other interventions is substantial and has affected the authenticity of the site. ICOMOS regrets in particular that several new constructions have been implemented in locations which were documented as early Volga Bolgar settlement structures during earlier archaeological excavations. ICOMOS considers that the reduction of archaeological evidence providing testimony to the Volga Bolgar civilization has restricted the ability of the site to provide a unique authentic testimony to this specific historic period.

Several conservation activities undertaken at the property have included reconstructions and partial rebuilding works. Since the World Heritage Committee expressed its concerns about the reconstruction of the Great Minaret in 2001, the historic mosque has been restored and its walls have been partly reconstructed, up to 4 meters high in the four corners. Among other structures, the Eastern Mausoleum has been restored and received a new roof. Likewise the Black Chamber, which ICOMOS previously considered to be in its original state but in need of consolidation, has now also been restored. ICOMOS considers that the restoration measures conducted are extensive, sometimes without clear justification and that since the ICOMOS evaluation of this property in 2001, its authenticity in material, substance, craftsmanship and setting has been reduced.

However, ICOMOS considers that the property's ramparts and moat remain fully authentic as well as the large-scale archaeological areas yet to be researched and surveyed.

In addition, with regard to the religious reference function of Bolgar to Tatar Muslims, the information sources for location, spirit and feeling retain authenticity and have not been affected by the recent addition of religious structures, such as the Memorial Sign or the White Mosque. Muslim pilgrims continue to venerate Bolgar as the origin of Islam in this region and to conduct annual pilgrimages.

ICOMOS considers that the conditions of integrity and authenticity have been compromised and remain vulnerable. With focus on the attributes of the Outstanding Universal Value as acknowledged by the World Heritage Committee in its decision 37COM.8B.43 and presented in the revised nomination, the qualifying conditions of integrity and authenticity can be considered sufficient.

Criteria under which inscription is proposed

In the revised nomination the property is nominated on the basis of cultural criteria (ii) and (vi).

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

This criterion has been proposed in the revised nomination following the recommendation of the ICOMOS Advisory Mission to the property in September 2013. It is justified by the State Party on the grounds that the cultural heritage of Bolgar is defined by the interchange of different cultural traditions and at least four main stylistic influences, including architectural traditions of wooden constructions which emerged in the forest-rich region, the steppe component of Turkic language tribes, oriental influences connected with the adoption of Islam, and European-Russian styles which dominated after it became part of the Russian state.

ICOMOS considers that the historical and archaeological complex of Bolgar does indeed illustrate the exchange and re-integration of several subsequent cultural traditions and rulers and reflects these in influences on architecture, city-planning and landscape design. The property illustrates mutual exchange of Turkic, Finno-Ugric, Slavic and other traditions in particular under the Volga Bulgars, Golden Horde and Kazan Khanate. ICOMOS considers that criterion (ii) can best be applied to justify the Outstanding Universal Value recognized by the World Heritage Committee.

ICOMOS considers that this criterion has been justified.

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

This criterion is no longer suggested by the State Party. The criterion has nevertheless been included in this evaluation, since the World Heritage Committee

explicitly referred to it in its decision (37COM.8B.43). ICOMOS assumes that the reference relates to the justification presented in the nomination of 2012, which proposed Bolgar as a unique testimony to the ancient civilizations of Volga Bulgaria and the Golden Horde and as providing the only physical traces of Volga Bulgaria at its height.

ICOMOS continues to consider that the physical remains on site of, in particular, the Volga Bulgars, seem too limited to qualify as an authentic exceptional testimony of this civilization. ICOMOS considers that Bolgar represents a significant testimony of the Volga Bolgar culture, the ancestors of the Tatars, but that this is combined with other significant testimonies relating to earlier and later periods. ICOMOS observed that several other layers of the multi-layered history on the site are far better preserved than the evidence of the Volga-Bolgar civilization. This results from the fact that the authenticity of, in particular, the Volga-Bolgar remains, has been compromised through reconstruction and recent constructions and restorations. ICOMOS considers that the physical remains of the two referenced cultures at the Bolgar historical and archaeological complex cannot be considered outstanding amongst the other capitals and key cities of the Volga Bolgar civilization and historic capitals of the Golden Horde.

ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that Bolgar historical and archaeological complex is an outstanding example of medieval Islamic culture. It is evidence of an early and northernmost Muslim enclave and connected with the official acceptance of Islam by the Volga Bulgars as the state religion in 922 AD. Bolgar is said to be a place of religious worship and pilgrimage for the Turkic Muslims of Eurasia. The World Heritage Committee recognized in its decision 37COM.8B.43 that this criterion is justified.

ICOMOS considers that Bolgar has become a regional reference point for the Tatar Muslims and likely other Muslim groups of Eurasia. It carries associated religious and spiritual values which are illustrated predominantly during the annual pilgrimage season. Bolgar is, in addition, associated with the historic event of the adoption of Islam as a state religion, which had a lasting impact on the cultural and architectural development of the wider geographical region.

ICOMOS considers that this criterion has been justified.

In conclusion, ICOMOS considers that the conditions of integrity and authenticity have been sufficiently demonstrated but remain vulnerable and that criteria (ii) and (vi) are best suited to justify the Outstanding Universal Value as recognized by the World Heritage Committee in its decision 37COM.8B.43.

4 Factors affecting the property

Development pressures could theoretically be caused by further urban development of Bolgar city. However, at present, the key development pressure is that of the infrastructure development on-site, which however seems largely completed at this stage. The Memorial Sign in the centre of the property and the White Mosque outside the southern boundaries have been constructed to support the religious functions at the site, but also a Bread Museum and several other exhibition buildings were recently built and new roads were laid out on the property to connect the car park with the river station and the Museum of Civilizations. Whilst it is true that this building is only visible as a one-storey structure from the plateau, it has a considerable impact on the site's landscape appearance when approaching from the river side. The management document submitted with the revised nomination highlights that by 2020, up to 20 different museums could operate in the territory of the Bolgar Complex and its surroundings. ICOMOS considers that any additional structure anticipated on the property or in its immediate vicinity needs to be assessed by means of a comprehensive Heritage Impact Assessment (HIA) according to the ICOMOS Guidance for Heritage Impact Assessments for world cultural heritage properties, and will require explicit approval by the World Heritage Centre in consultation with the Advisory Bodies.

Considerable risk factors are erosion and landslides. The elevated water level of the Volga River, which followed the construction of the Kuibyshev Dam, has caused landslides around the edge of the plateau in the past. Potential damage caused by further landslides could be immense and irreversible. Preventive measures, such as large stones which have now been placed at the foot of the plateau, are being taken by the State Party to reduce the risk of future landslides.

ICOMOS considers that the main threats to the property are the infrastructure projects as well as potential landslides.

5 Protection, conservation and management

Boundaries of the nominated property and buffer zone

The boundaries of the property encompass the main archaeological and architectural structures including the early village of Volga Bolgar settlers and the settlement on the island north of the property, which have both become

partially submerged following the construction of the Kuibyshev Dam. The boundaries of the higher terrace components follow the historic ramparts and protective moat which provides a clearly-indicated boundary in the wider landscape.

The buffer zone protects the property towards all cardinal directions and has a stringent regulatory framework attached to it. Towards the north, the buffer zone covers the complete width of the river Volga and the opposite river bank and therefore protects the essential views across the river.

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

Ownership

The property of Bolgar is predominantly a federal state-owned property which is administrated by the Bolgar Public Historical and Architectural Cultural Preserve, established by a decree of the Cabinet of Ministers of Tatarstan (No. 591, dated 19 October 1992). However, the residential houses which remain inside the property boundaries are, until they can be acquired, the private property of their owners.

Protection

Several monuments and archaeological remains within the property, including the so-called Cathedral Mosque, Black Chamber, North and East Mausoleums, the Khan's Shrine, the Smaller Minaret and the Church of the Dormition are registered as cultural heritage of national significance under the Federal Law on Properties of Cultural Heritage (Monuments of History and Culture) of Peoples of the Russian Federation (2002). In addition the complete Bolgar State Historical and Architectural Culture Preserve was placed on the List of Properties of Historic Importance based on the Edict of the President of the Russian Federation on the Confirmation of the Federal (all-Russia) Historical and Cultural Heritage List (1995).

However, ICOMOS notes that in the past the property designation, in place since 1969, did not always succeed in protecting the property from inappropriate constructions and development and that seemingly the regulatory framework attached to these designations might not be sufficient. ICOMOS in its previous evaluation recommended strengthening the protection mechanisms in place and the establishment of approval procedures for reconstruction and constructions that take into full account the integrity and authenticity of the property. In response, the State Party adjusted the General Plan and Scheme of Bolgar Territorial Planning, which now stipulates that any significant changes in the buffer zone must get the permission of federal, regional and municipal executive bodies. It seems further understood that developments on site are only to be permitted in exceptional circumstances after explicit approval from the UNESCO World Heritage Centre, in consultation with the Advisory Bodies.

ICOMOS considers that the protective mechanism for the property and its buffer zone are adequate.

Conservation

The property has been inventoried and archaeological records of previous excavations exist. Part of this documentary material was made available to ICOMOS during its technical evaluation mission and was further studied during the ICOMOS Advisory Mission. Considering the situation of the archives in which the inventories are presently held, ICOMOS recommends developing a plan to create a comprehensive site archive and store, which collects all data and reports and, as far as possible, all archaeological finds, in a centralized facility in the vicinity of the site.

Conservation measures are continuously undertaken following a programmed approach. However, ICOMOS considers that the restoration techniques and the scale of intervention are often rather extensive and the generally-accepted approach to additions being distinguishable from the historic fabric is missing in many instances. ICOMOS considers that a more cautious and minimal approach to conservation, restricted mostly to consolidation of the historic material, would be desirable.

The present state of conservation is generally acceptable – often rather too perfect following extensive restorations – with the exception of mausolea recently excavated, which are in need of cautious consolidation or backfilling. ICOMOS further recommends reduction of some of the conservation works already undertaken, in particular surface treatments of historic materials in the vicinity of restored additions, which prevents distinguishing between historic and added materials. As part of future restorations of historic surfaces, ICOMOS also recommends replacing the red lines which have been introduced to distinguish additions from the historic fabric by a more rigorous approach in which authentic remains that are to be covered by additions are separated from these by coloured mortar so as not to rely on paint that is easily eroded in the harsh climate.

ICOMOS considers the attention given to conservation adequate but recommends that conservation activities should be more cautious in order to respect material authenticity.

Management

Management structures and processes, including traditional management processes

The Bolgar Historical and Archaeological Complex has its own management authority (site administration) with, at present, 85 staff members, including several academic heritage specialists in their respective fields. The administration is divided into four key sections dedicated to exhibitions and presentation, museum collections, research and public outreach as well as maintenance and security. The site administration reports via the Head Office for Conservation, Use, Promotion and Public

Protection of Cultural Heritage to the Ministry of Culture of the Republic of Tatarstan.

The funding available on an annual basis averaged around 50,000 Euros per year until 2010. Since 2010 the Preserve has been given an annual budget of 10 million Euros to finance the implementation of the infrastructure developments. ICOMOS considers that this generous funding should predominantly be utilized for non-intrusive research and adequate conservation and consolidation measures and not be used for the creation of constructions which might not respect the conditions of integrity and authenticity of the property. Other institutions which have been formally noted as partners in the management include the Bolgar City Executive Committee, the administration of the Spaask Municipality, the Tatarstan Academy of Sciences, the Tatarstan Commission on UNESCO, the Russian National World Heritage Committee, the Russian Commission on UNESCO matters and the UNESCO Chair on preservation of architectural and city-building monuments.

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

As part of the revised nomination dossier the State Party presented revised primary directions for the Management Plan of the Bolgar historical and archaeological museum reserve until 2019. These primary directions are based on revised strategic objectives for management planning which centre on the preservation of Outstanding Universal Value, the preparation and completion of a management plan, and the establishment of sustainable management procedures including through public consensus and involvement.

The revised primary directions establish a number of focus areas including the coordination and administration of the property, its continued study and conservation, as well as archaeological excavation management. ICOMOS appreciates the commitment made by the State Party following the recommendations of the 2013 Advisory Mission to focus research on important questions of the monument development and peculiarities of the sites formation based on non-destructive methods including technologies and methods used in natural sciences, aerial mapping and processing of space satellite information. Initial results from these approaches have been presented in the revised nomination.

The management plan is to be finalized in 2014 and shall be implemented between 2014 and 2019. While many of the visitor facilities on the property have already been developed, ICOMOS welcomes the approaches to participatory small excavation sites and community involvement in the development of visitor infrastructure and services.

Involvement of the local communities

The initial nomination dossier of 2012 did not describe any active processes of community involvement or

participation and it was not evident to what extent the private house-owners who will be relocated have been consulted or involved in the decision. In the revised nomination the management plan directions clearly articulate the desire to involve the community of Bolgar and the wider region, and anticipate that the finalized management plan will provide detailed strategies in this regard. In particular, offers of private accommodation and house cafes are named as potential revenue-generation models for the local resident community.

With regard to its religious use and veneration as a sacred place and pilgrimage destination, Bolgar integrates a strong community component. The religious ceremonies and pilgrimage organization are spearheaded by the religious communities. The administration also envisages Bolgar functioning as a location which facilitates interfaith dialogue and encounter, in particular between the Muslim and Christian Orthodox faiths.

ICOMOS considers that the management authority is well equipped in terms of human and financial resources and has provided clear strategic objectives for a management plan to be developed in 2014. ICOMOS recommends that this management plan is finalized and the objectives regarding non-intrusive research and community involvement further pursued.

6 Monitoring

As part of the provisions foreseen in the new management plan, a property monitoring department has been created. This department is to document changes happening in the environment, identify emerging conflict situations and hazards that might arise for the property, as well as monitor any new initiatives and projects. No precise monitoring indicators have been provided at this stage but it is assumed that these will be developed as part of the management plan. The outline identified three broad areas of monitoring which include environmental, historical and cultural as well as socio-cultural monitoring. ICOMOS considers that more specific indicators need to be developed as part of the management plan to allow judgements on the changes and condition of the property. ICOMOS therefore recommends the development of a detailed monitoring system including specific indicators, which can provide references for future judgement.

ICOMOS considers that specific monitoring indicators should be developed to allow for anticipation of threats and challenges and adequate monitoring of the property.

7 Conclusions

The World Heritage Committee recognized the Outstanding Universal Value of Bolgar Historical and Archaeological Complex in its decision 37COM.8B.43, and highlighted its qualities as a site providing testimony to the period of the Volga Bulgars and the early capital of

the Golden Horde, as well as for its religious associations and its memorial value as the location in which Islam was introduced and accepted by the Volga Bulgars in 922 AD. ICOMOS considers that the recognized Outstanding Universal Value of Bolgar could be best identified as an exceptional representation of regional cultural interchanges in the Eurasia region, which provides vivid evidence of the mutual influences and historic cross-fertilization of cultural traditions of Turkic, Finno-Ugric, Slavic and other origin, in particular during the Volga Bolgar, Golden Horde, the Kazan Khanate and the Russian state periods.

ICOMOS further considers that Bolgar could be recognized as an important reference for Islam in Tatarstan and wider parts of South-east Europe and Central Asia, in particular as the historic location in which Islam was first accepted by the Volga Bulgars and from where it was spread all over the region. It is also an important site for the national identity of the Republic of Tatarstan.

Both qualifying conditions of integrity and authenticity have been affected by recent construction and restoration activities and cannot be met with regard to the testimony of the civilization of the Volga Bulgars or the Golden Horde, as the World Heritage Committee suggested to be recognized as Outstanding Universal Value under criterion (iii). However, ICOMOS considers that criteria (ii) and (vi) can be met and that the conditions of authenticity and integrity – although vulnerable – remain sufficient to provide justification for Outstanding Universal Value in reference to these two criteria.

ICOMOS considers that the site management authorities are adequately equipped in terms of financial and human resources. The State Party submitted a revised outline, strategic objectives and directions for a management plan, which, despite continuous strong focus on visitor attraction, interpretation and presentation, highlights a number of important core areas including conservation, research and administration arrangements. The museum reserve administration has been formally converted to be the Site Management Unit.

ICOMOS considers that several infrastructure projects recently undertaken have had considerable negative impacts on the authenticity of the setting of the property, including the Memorial Sign in the centre of the property (2012), the River Boat Station (2013) as well as several exhibition buildings and new roads built on the property to connect the car park. ICOMOS considers that any future development project anticipated should be assessed by means of comprehensive Heritage Impact Assessments (HIA's) before being approved by the World Heritage Centre in consultation with the Advisory Bodies.

ICOMOS considers that the boundaries of the property and its buffer zone are adequate and that the formal legal protection granted to the property and its buffer zone are sufficient. ICOMOS considers that the attention

given to conservation measures is adequate but notes that these are often too extensive. ICOMOS therefore recommends opting for more cautious approaches to conservation in order to respect material authenticity and to favour backfilling of archaeological excavations, where extensive and reconstructive conservation would be deemed necessary to keep these visible.

ICOMOS recommends that the management plan is finalized to include more detailed implementation strategies and action plans. ICOMOS further considers that a more detailed monitoring system, including specific indicators which provide references for the anticipation of threats and adequate monitoring of the property, need to be developed.

8 Recommendations

Recommendations with respect to inscription

Recalling the decision of the World Heritage Committee at its 37th session which, "*recognizing the Outstanding Universal Value of the site, refers the nomination of the Bolgar Historical and Archaeological Complex, Russian Federation, back to the State Party in order to allow it, in collaboration with the Advisory Body (ICOMOS), in particular by inviting an advisory mission to the site, to take adequate measures for an inscription on the basis of criteria (iii) and (vi) at its next session.*";

ICOMOS re-affirms its original evaluation of the property, and its findings that integrity and authenticity of the property have been affected by recent construction and restoration activities and cannot be met with regard to the testimony of the civilization of the Volga Bulgars or the Golden Horde as the World Heritage Committee suggested to be recognized as Outstanding Universal Value under criterion (iii).

As the World Heritage Committee has already determined that the property should be inscribed, it is the considered view of ICOMOS that this could now be justified only in relation to criteria (ii) and (vi);

Under these circumstances, ICOMOS recommends that the Bolgar Historical and Archaeological Complex, Russian Federation, be inscribed on the World Heritage List on the basis of **criteria (ii) and (vi)**.

ICOMOS recommends that, if the property is inscribed at the 38th session, the World Heritage Committee should invite the State Party to submit by 1st February 2016 a report on the below-mentioned recommendations.

Recommended Statement of Outstanding Universal Value

Brief synthesis

The historical and archaeological site of Bolgar lies on the shores of the Volga River south of its confluence with the River Kama. It contains evidence of the medieval city of

Bolgar, an early settlement of the civilization of Volga Bulgars, which existed between the 7th and the 15th centuries. Bolgar was also the first capital of the Golden Horde in the 13th century and remained an important trade centre in the time of the Kazan Khanate. The site preserves its spatial context with its historic moat and walls as well as its religious and civil structures, including a former mosque, a minaret and several mausoleums, bath houses, remains of a Khan's palace and shrine.

Bolgar represents the historical cultural exchanges and transformations of Eurasia over several centuries, which played a pivotal role in the formation of civilizations, customs and cultural traditions. The Bolgar Historical and Archaeological Complex provides remarkable evidence of historic continuity and cultural diversity, the mutual influences of cultural traditions in particular at the time of the Volga Bulgars, the Golden Horde, the Kazan Khanate and the Russian state. Also, Bolgar was always located at the crossroads of trade, and economic, cultural and political communications and illustrates the interaction of nomadic and urban cultures. The historical and archaeological complex of Bolgar is a symbolic reminder of the acceptance of Islam by the Volga-Bulgars in 922 AD and, to Tatar Muslims, remains sacred and a pilgrimage destination.

Criterion (ii): The historical and archaeological complex of Bolgar illustrates the exchange and re-integration of several subsequent cultural traditions and rulers and reflects these in influences on architecture, city-planning and landscape design. The property illustrates the cultural exchanges of Turkic, Finno-Ugric, Slavic and other traditions. Evidence of exchanges in architectural styles includes wooden constructions which emerged in the forest-rich region, the steppe component of Turkic language tribes, oriental influences connected with the adoption of Islam and European-Russian styles which dominated after it became part of the Russian state.

Criterion (vi): Bolgar remains a regional reference point for Tatar Muslims and likely other Muslim groups of the wider region in Eurasia. It carries associated religious and spiritual values which are illustrated predominantly during the annual pilgrimage season. Bolgar provides evidence of an early and northernmost Muslim enclave established in connection with the official acceptance of Islam by the Volga Bulgars as the state religion in 922 AD, which had a lasting impact on the cultural and architectural development of the wider geographical region.

Integrity

The historical and archaeological complex of Bolgar contains the complete area of layers of historic occupation by various consecutive civilizations on the upper plateau of the site and the outer ramparts of the city. It also integrates early parts of a Volga Bolgar settlement located in the northern lower level of the site and on the closest Volga island. The potential of large sectors of

archaeological resources remains unknown so that the site retains strong potential for archaeological research.

The integrity of the property has suffered adverse effects from development over the past 3 centuries and the State Party has committed to improving the situation by removing a tent village set up for pilgrims during the annual pilgrimage season from the centre of the property. Although it appears that the construction of new infrastructure on the site has reached its completion, more sensitive planning is needed in the case of any future interventions or visitor interpretation and prior Heritage Impact Assessments (HIA's) are absolutely necessary before any interventions can be approved by the World Heritage Centre in consultation with the Advisory Bodies.

Authenticity

The number of architectural and other interventions on site is substantial and has affected the authenticity of the overall complex and, in one instance, reduced the archaeological evidence providing testimony to the Volga Bolgar civilization. These also include past conservation activities at the property which included reconstructions and partial rebuilding works. In other places, restoration measures conducted were extensive, sometimes without clear justification and have reduced authenticity in material, substance, craftsmanship and setting.

On the other hand, the property's ramparts and moat remain fully authentic, as well as the large-scale archaeological areas yet to be researched and surveyed. In addition, the religious reference function of Bolgar to Tatar Muslims retains a high level of authenticity, in particular with regard to the location, spirit and feeling which have not been affected by the recent addition of religious structures, built in support of the religious values. Tatar Muslims continue to venerate Bolgar as the origin of Islam in this region, and conduct annual pilgrimages to the historical and archaeological complex.

Management and protection requirements

The monuments and archaeological remains within the property, including the so-called Cathedral Mosque, Black Chamber, North and East Mausoleums, the Khan's Shrine, the Smaller Minaret and the Church of the Dormition, are registered as cultural heritage of national significance under the Federal Law on Properties of Cultural Heritage (Monuments of History and Culture) of Peoples of the Russian Federation (2002). In addition, the complete Bolgar State Historical and Architectural Cultural Preserve was placed on the List of Properties of Historic Importance based on the Edict of the President of the Russian Federation on the Confirmation of the Federal (all-Russia) Historical and Cultural Heritage List (1995). In 2013, the State Party adjusted the General Plan and Scheme of Bolgar Territorial Planning, which now stipulates that any significant changes in the buffer zone must get the permission of federal, regional and municipal executive bodies. It seems further understood that developments on site are only to be permitted in exceptional circumstances after approval from the

UNESCO World Heritage Centre in consultation with the Advisory Bodies.

The Bolgar Historical and Archaeological Complex has its own management authority (site administration), which employs several academic heritage specialists in their respective fields. The administration is divided into four key sections dedicated to exhibitions and presentation, museum collections, research and public outreach as well as maintenance and security. The site administration reports via the Head Office for Conservation, Use, Promotion and Public Protection of Cultural Heritage to the Ministry of Culture of the Republic of Tatarstan. The funding available to the administration is generous and should preferably be utilized for non-intrusive research and adequate conservation and consolidation measures, rather than the creation of constructions which might not respect the conditions of integrity and authenticity of the property.

At the time of submission of the revised nomination dossier for this property, primary directions for a management plan were established and a number of focus areas have been identified including the coordination and administration of the property, as well as the continued study, conservation and management of archaeological sites and materials. These directions indicated that future research would focus on important questions about the site's development and peculiarities of its formation and be based on non-destructive methods including technologies and methods used in natural sciences, aerial mapping and processing of space satellite information. The management plan needs to be finalized and be kept up-to-date to ensure the best possible management practices for the property.

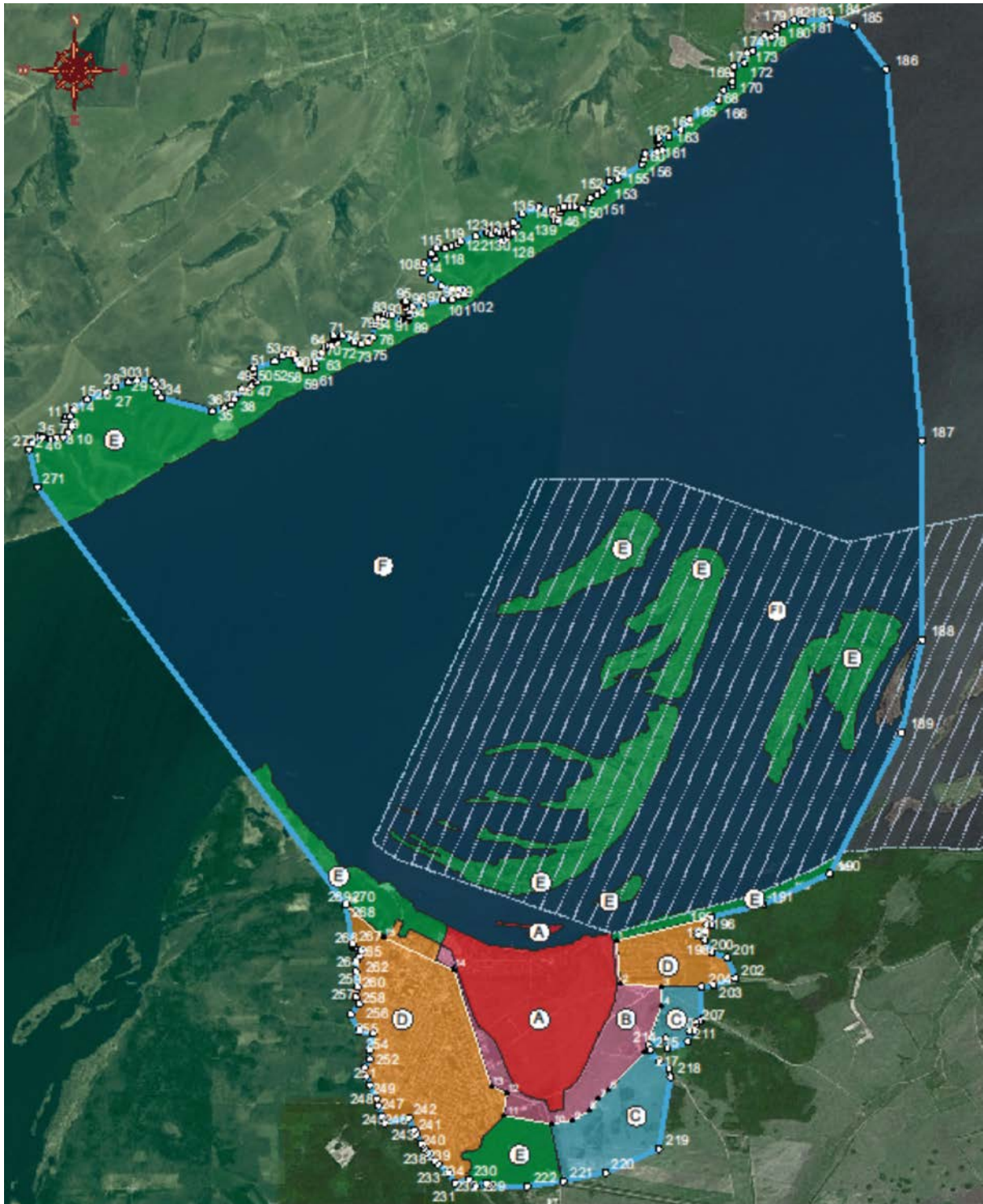
Additional recommendations

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

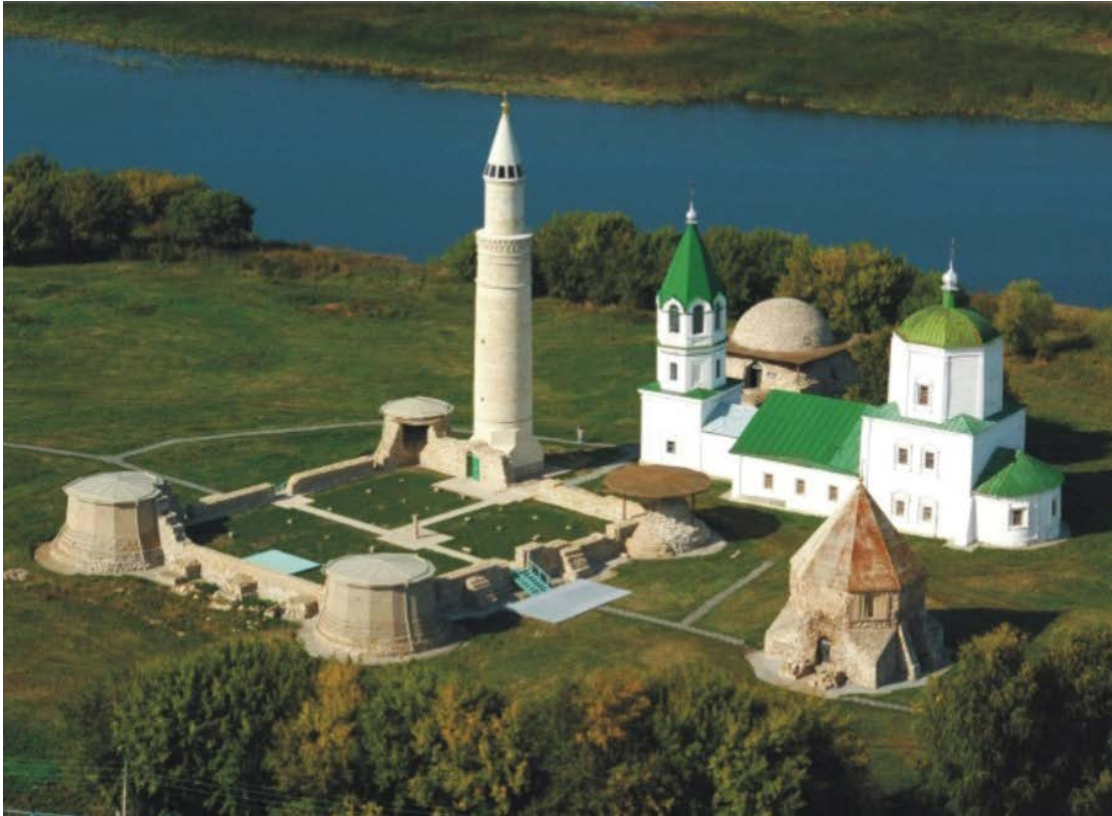
- Finalizing the Management Plan including strategies for implementation of the strategic objectives and directions as well as activity schedules and quality assessment schemes;
- Developing a monitoring system with precise indicators to observe and document the state of conservation of the property;
- Formally confirming its commitment to move the pilgrimage village outside of the site boundaries, as assured during the Advisory Mission in 2013 and presenting a plan and timeframe for the relocation;
- Creating a comprehensive site archive and store, which collects all data and reports and as far as possible all archaeological finds, in a centralized facility in the vicinity of the site;
- Reducing some of the conservation works already undertaken, in particular surface treatments of historic materials in the vicinity of restored additions,

which prevent distinguishing between historic and added materials,

- Refraining from developing new projects or visitor infrastructure on the site, except following the explicit approval of the World Heritage Centre in consultation with the Advisory Bodies;
- Submitting, by 1 February 2016, a report to the World Heritage Centre outlining progress made in the implementation of the above-mentioned recommendations, for examination by the World Heritage Committee at its 40th session in 2016.



Map showing the revised boundaries of the nominated property



Aerial view of the archaeological and historical complex of Bolgar



The "Cathedral Mosque"



The Khan's Shrine and the Smaller Minaret



Ruins of the White Chamber

Pompeii and Herculaneum (Italy) No 829 Bis

1 Basic data

State Party

Italy

Name of property

Archaeological Areas of Pompeii, Herculaneum and Torre Annunziata

Location

Campania Region, Province of Naples

Inscription

1997

Brief description

When Vesuvius erupted on 24 August AD 79, it engulfed the two flourishing Roman towns of Pompeii and Herculaneum, as well as the many wealthy villas in the area. These have been progressively excavated and made accessible to the public since the mid-18th century. The vast expanse of the commercial town of Pompeii contrasts with the smaller but better-preserved remains of the holiday resort of Herculaneum, while the superb wall paintings of the Villa Oplontis at Torre Annunziata give a vivid impression of the opulent lifestyle enjoyed by the wealthier citizens of the Early Roman Empire.

Date of ICOMOS approval of this report

6 March 2014

2 Issues raised

Background

The property was inscribed in 1997 on the basis of criteria (iii), (iv) and (v). The inscribed property is formed by seven separated component parts and covers 98.05ha. Already at the time of inscription ICOMOS noted the opportunity to slightly modify the boundaries of the nominated components of the property to include:

- 1) at Pompeii, the strip of land connecting the *Via dei Sepolcri* outside the town walls with the *Villa dei Misteri*;
- 2) at Herculaneum, the *Villa dei Papyri*, at that time under excavation, and the Theatre, the location of which was known although it was unexcavated;
- 3) the *Villa Oplontis* at Torre Annunziata, a rural villa, particularly for its finest wall paintings.

The State Party modified the boundaries of the nominated property following ICOMOS's recommendations; however further excavations in Herculaneum have revealed further remains of the *Villa dei Papyri*.

At the time of inscription the buffer zone covered very limited areas around or close to the property components, and was intended to ensure the protection of detected but buried archaeological remains.

In 2011, the joint WHC-ICOMOS mission which visited the property recommended that an extended buffer zone should be drawn and the World Heritage Committee at its 37th Session (Phnom Penh, 2013) adopted the decision 37 COM 7B.77 requesting that a formal proposal for a new buffer zone was to be submitted by 1st February 2014.

Additionally, the joint WHC-ICOMOS mission which visited the property in January 2013 further recommended that "a minor boundary modification to the property [should be proposed] at Herculaneum to include the area excavated in the 1990s between the main site and the Villa of Papyri and to ensure that the mapped property does actually include the known remains of the Villa and of the Theatre."

Modification

On the basis of the considerations expressed above, as well as of a reflection on the Outstanding Universal Value of the World Heritage property, the State Party proposed modifying the boundaries of the inscribed property to include the following:

- in Herculaneum, an area of 11.32ha covering the ancient town and its immediate surrounding areas, comprised of the area between *Via Mare*, *Corso Resina* and *Vico Posta*, where the *Villa dei Papyri* is located;
- at Stabiae, an area of 23.85ha in size encompassing three villas – *Villa Arianna*, the Second Complex and *Villa San Marco* – as they represent a particular residential type – the 'maritime villa';
- at *Villa Regina*, in Boscoreale, an area of 0.95ha encompassing the remains of a countryside villa. This villa in particular provides a vivid picture of the *villa rustica* and of its residential and productive story.

The minor boundary modification proposal would enlarge the size of the Herculaneum component by including a further 11.32ha of still-buried archaeological remains and would add two components, which would take the total to nine. The total proposed area to be added to the inscribed property covers 36.12ha.

The proposal for this modification is justified by the State Party on the grounds that the enlarged area in Herculaneum and the additional components in Boscoreale and Stabiae bear unparalleled witness to the daily life and the settlement pattern of the wider landscape surrounding Pompeii and Herculaneum in Roman times. They would enrich the representation of Roman ways of life conveyed by the property already inscribed on the World Heritage List, thus strengthening its Outstanding Universal Value.

Along with the proposal for inclusion of further components, on the basis of the World Heritage Committee recommendation 37 COM 7B.77, the State Party has also submitted a proposal for the enlargement of the currently tiny and fragmented buffer zones surrounding only some of the components.

The proposed buffer zone encompasses a very large area stretching from Portici to the north, to the City of Castellammare di Stabia to the south. The area comprised is a densely-populated area covering several municipalities where, despite the profound modifications that have occurred, fragments of the former rural landscape are still able to convey at least in part the sense of the past landscape settlement pattern of the region.

The State Party explains that the proposed boundaries for the buffer zone derive from a study that allowed a definition of a 'sphere of influence' of the inscribed property from an historical but also a contemporary perspective: the buffer zone comprises the wider geographical, archaeological and historical cultural setting of Pompeii, Herculaneum and the Villa Oplontis, where several other archaeological remains of ancient villas can be found and it therefore contributes to the understanding of the inscribed property. From a management perspective, the buffer zone will be part of a Vesuvius tourist route, thus assisting in reducing congestion at Pompeii.

The area is covered by different and multiple layers of protection, whether they be established by law or by the planning system.

ICOMOS acknowledges the task accomplished by the State Party in elaborating the proposal for the minor boundary modification of the inscribed property and for the definition of a proper buffer zone.

However, with regard to the proposal of modifications to the boundaries of the inscribed property, ICOMOS first observes that the proposal for a minor boundary modification to the World Heritage property goes far beyond the request made by the joint WHC-ICOMOS mission and by the World Heritage Committee. In Herculaneum it includes a much wider area than what was requested by the mission and the villas in Boscoreale and Stabiae were not considered by the mission and were not proposed to be included by ICOMOS at the time of inscription, whilst Villa Oplontis was. ICOMOS in particular notes that it is not fully clear what has been the rationale for the proposed new boundary delineation in Herculaneum and how the new proposed boundaries relate to the known extent and topography of the ancient city.

ICOMOS therefore considers that a more detailed explanation of how the modified boundaries in Herculaneum have been drawn up is necessary, along with a careful consideration and illustration of the management implications and consequences of

including within the boundaries of the World Heritage property a large area of the contemporary city which has grown up above the buried remains of Herculaneum.

With regard to the villas in Boscoreale and Stabiae, ICOMOS believes that further consideration would be needed to justify whether these sites could be regarded as 'associated villas' of Pompeii and Herculaneum and how they would contribute to illustrate and to maintain the Outstanding Universal Value of the inscribed property.

In ICOMOS's opinion, the inclusion of these villas in the inscribed property should in fact be regarded as a significant boundary modification in that it would modify substantially the scope of the original inscription, which focuses specifically on Pompeii and Herculaneum, by introducing a much broader landscape approach to the inscribed property which is not contained in the justification for inscription nor in the Draft Statement of Outstanding Universal Value.

ICOMOS additionally observes that the inclusion of the villas of Boscoreale and Stabiae would imply the modification of the name of the inscribed property so as to reflect this significant modification to the property.

With regard to the proposed buffer zone, ICOMOS considers that, while the justification for proposing the buffer zone is well grounded, further substantial explanation is needed concerning how the different layers of protection work in practice and what are the management arrangements, in relation to the regulatory and planning frameworks, set up to ensure that the buffer zone enjoys the adequate protection and management measures necessary to ensure that the inscribed property is effectively protected by means of the buffer zone, as requested by paragraph 104 of the *Operational Guidelines for the Implementation of the World Heritage Convention*.

3 ICOMOS Recommendations

Recommendations with respect to inscription

ICOMOS recommends that the examination of the proposed minor modification to the boundary of Archaeological Areas of Pompeii, Herculaneum and Torre Annunziata, Italy, be **referred back** to the State Party in order to allow it to:

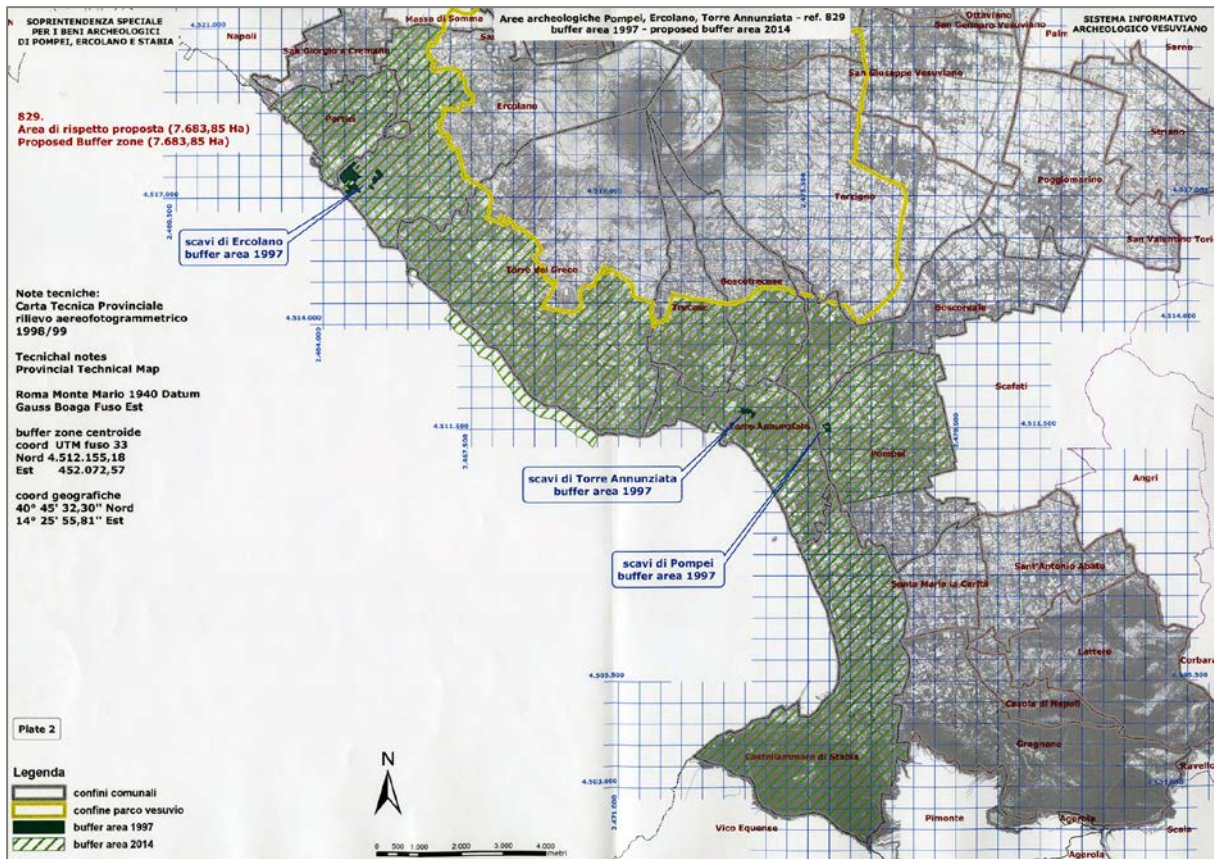
- Provide further explanation of the rationale chosen for the proposed new boundaries of the Herculaneum component, based on a study of the known extent and topography of the ancient city;
- Explain in detail the management implications of expanding the Herculaneum component, not only with regard to the measures for preventive archaeology but also to the management arrangements and regulations that should be set up for the parts of the contemporary city of Ercolano that

would fall within the boundaries of the inscribed property;

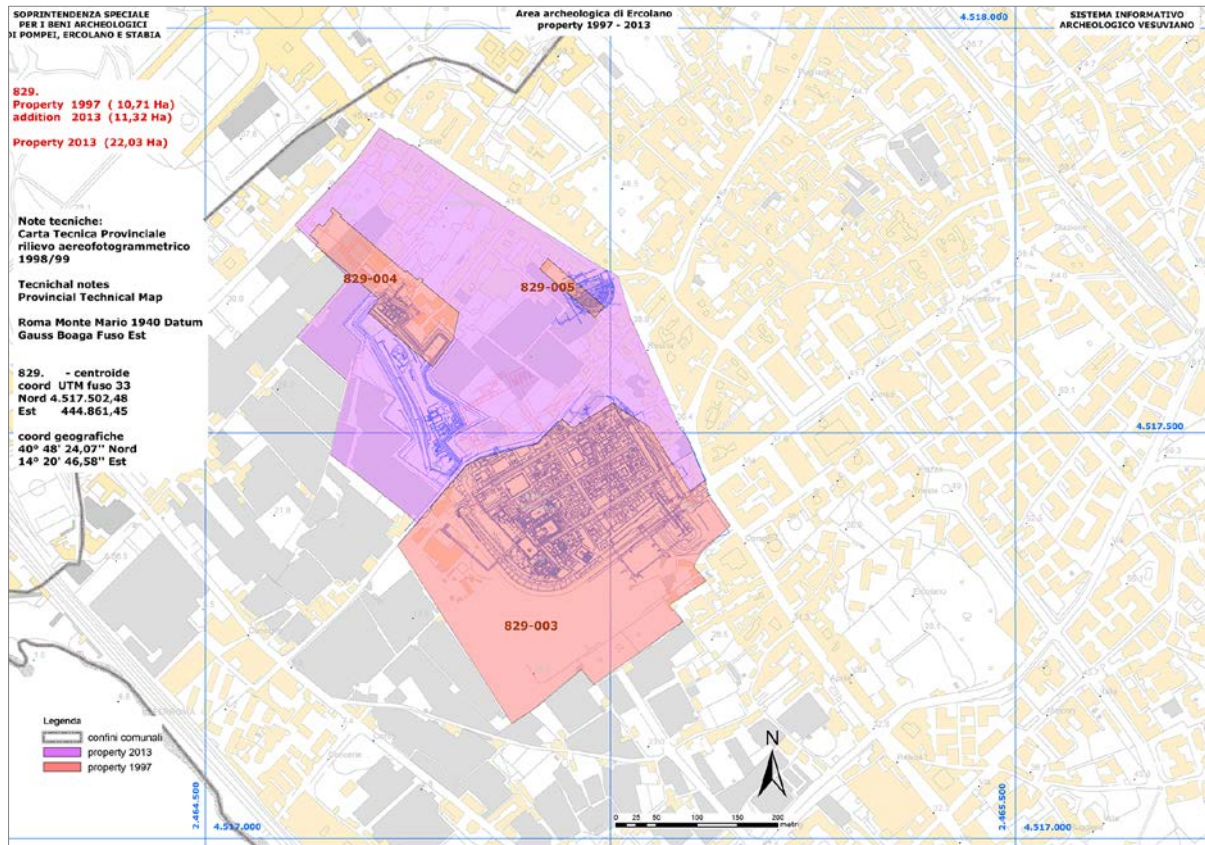
- Reconsider the proposal for inclusion of the villas in Boscoreale and Stabiae according to the present ICOMOS recommendations and on the basis of the original justification for inscription of the property.

ICOMOS recommends that the examination of the proposed minor modification to the boundary of the buffer zone for Archaeological Areas of Pompeii, Herculaneum and Torre Annunziata, Italy, be **referred back** to the State Party in order to allow it to:

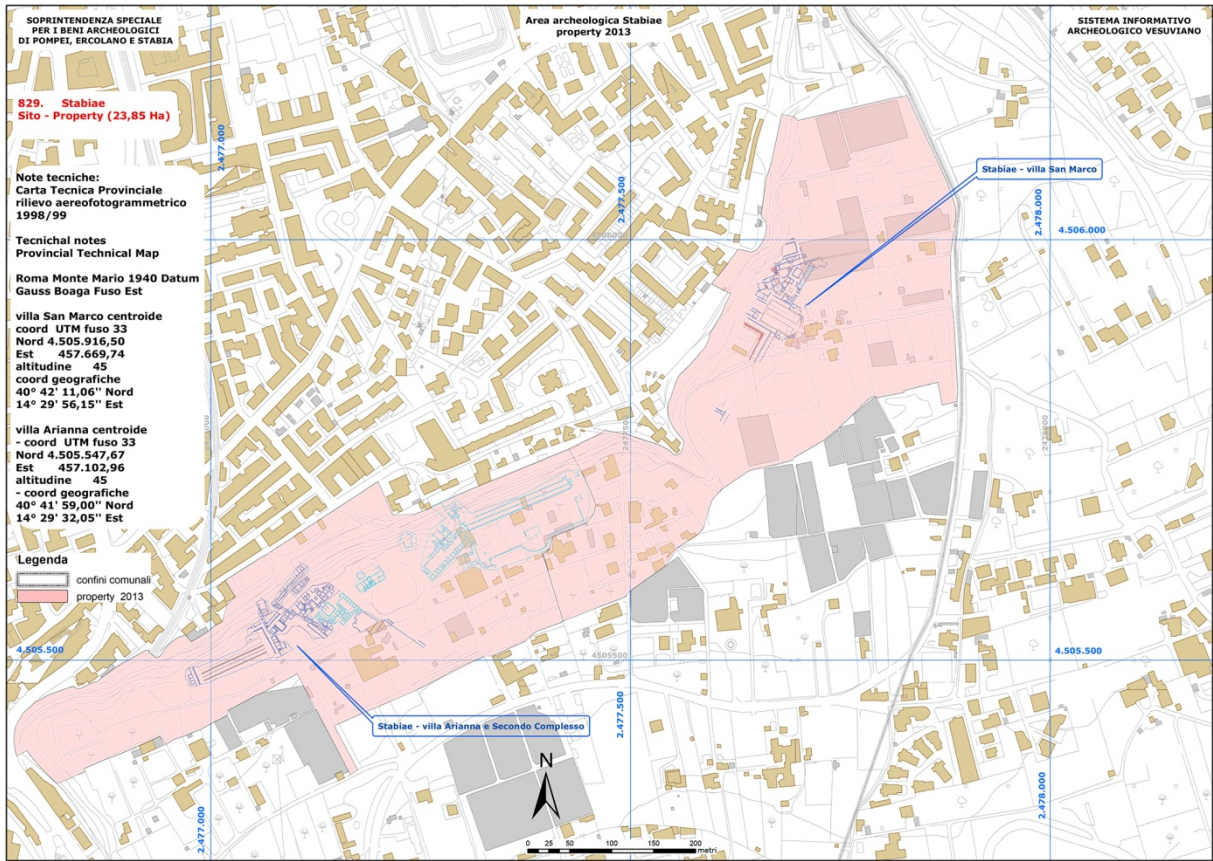
- Further explain the rationale for the delineation of the boundaries of the buffer zone, in particular with regard to the protection of the visual links of the inscribed property with Mount Vesuvius;
- Provide further detailed information on how the different levels of protection in force within the area work in practice to protect the inscribed property and the buffer zone;
- Describe in detail what are the management arrangements for the buffer zone, with regard to urban development in the area and specifically as to how the views from and towards Mount Vesuvius and the inscribed property are protected.



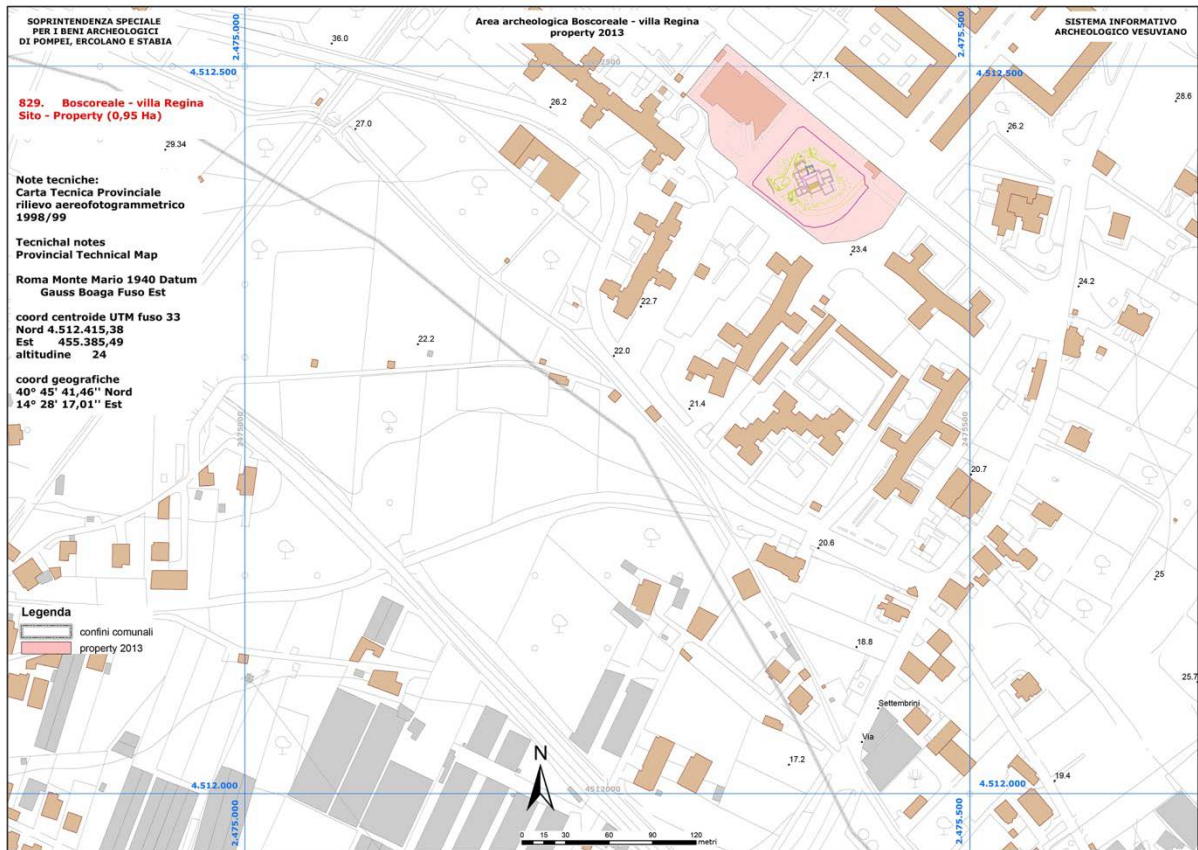
Map showing the revised boundaries of the buffer zone



Map showing the revised boundaries of the property – Herculaneum



Map showing the proposed minor boundary modification – Stabiae



Map showing the proposed minor boundary modification – Boscoreale

Plantin-Moretus House-Workshops-Museum Complex (Belgium) No 1185 Bis

1 Basic data

State Party

Belgium

Name of property

Plantin-Moretus House-Workshops-Museum Complex

Location

City of Antwerp
Flanders Region
Belgium

Inscription

2005

Brief description

The Plantin-Moretus Museum is a printing plant and publishing house dating from the Renaissance and Baroque periods. Situated in Antwerp, one of the three leading cities of early European printing along with Paris and Venice, it is associated with the history of the invention and spread of typography. Its name refers to the greatest printer-publisher of the second half of the 16th century: Christophe Plantin (c. 1520-89). The monument is of outstanding architectural value. It contains exhaustive evidence of the life and work of what was the most prolific printing and publishing house in Europe in the late 16th century. The building of the company, which remained in activity until 1867, contains a large collection of old printing equipment, an extensive library, invaluable archives and works of art, among them a painting by Rubens.

Date of ICOMOS approval of this report

6 March 2014

2 Issues raised

Background

The Plantin-Moretus House-Workshops-Museum Complex covers 0,23 ha. The current buffer zone extends to 184,1 ha and covers the historic centre of Antwerp, coinciding with the CHE-zone in the zoning plan of Antwerp (the CHE-zone is a zone with cultural, historic and/or aesthetic interest).

In the current buffer zone are two sites, Onze-Lieve-Vrouwekathedraal and Stadhuis, that are part of the

Belfries of Belgium and France World Heritage property (no 943).

According to information supplied by the State Party, since 1999 within the historic centre of Antwerp, an impact study has been mandatory for all planning applications that could have an impact on buildings that are listed or are mentioned in the official inventory. The responsibility for implementing this process lies with the City of Antwerp, who take into account the impact of proposed interventions on the cultural, historic or aesthetic values of all protected buildings, including World Heritage properties.

A new executive order that entered into force on 1 September 2013, now requires authorities dealing with planning applications in the buffer zone of a World Heritage property to seek the advice of Flanders Heritage, the official heritage authority for Flanders, to consider the impact of proposed development on a World Heritage property in an area within 100 m around a World Heritage property for all planning and building applications, and outside this 100 m limit for all planning and building applications related to (projected) buildings and constructions of 15 m high [and presumably also higher].

Modification

The State Party considers that this new order will lead to a duplication of duties performed by the City of Antwerp and Flanders Heritage in the city area where many developments are controlled by local legislative mechanisms (CHE-zone). They are thus requesting a major reduction in the current buffer zone from 184,1 ha to 9,63 ha.

Under the proposed revision, the major part of the current buffer zone will lose the status of buffer zone and will fall back on its status as a CHE-zone.

3 ICOMOS Recommendations

The current buffer zone as a CHE-zone is being managed for its value as the historic centre of Antwerp as well as the immediate setting of the Plantin-Moretus Museum. Currently the City of Antwerp undertakes impact assessments for development within the buffer zone not only for potential impact on the property but also on all other protected buildings on the zone.

The new regulations will separate out responsibility for impact on the property from impact on other protected buildings. ICOMOS considers that this separation should be highly beneficial provided that Flanders Heritage has the ability to interrogate impact of proposed development on OUV for an appropriate area around the property.

The issue is thus whether this change of regulations impacts on the necessary size of the buffer zone. ICOMOS does not consider that this is the case. At the time of inscription, the ICOMOS evaluation considers the

size of the buffer zone to be appropriate to encompass the immediate setting of the property which is the historic centre. Reducing the buffer zone to 9.63 ha would limit consideration of the impact of development to a very small area around the property, beyond which development could still have a sizable impact and would not be specifically assessed for its impact on OUV by Flanders Heritage.

ICOMOS therefore welcomes the special powers now being given to Flanders Heritage to assess impact on OUV for development within the buffer zones of World Heritage properties, but considers that this change does not necessitate a reduction in the size of the buffer zone for the Plantin-Moretus House-Workshops-Museum Complex.

Recommendation with respect to inscription

ICOMOS recommends that the proposed minor modification to the boundary of the buffer zone for the Plantin-Moretus House-Workshops-Museum Complex, Belgium, **should not be approved.**



Map showing the revised boundaries of the buffer zone

Historic Centre of Florence (Italy) 174 Bis

1 Basic data

State Party

Italy

Name of property

Historic Centre of Florence

Location

City and Province of Florence, Tuscany Region

Inscription

1982

Brief description

Built on the site of an Etruscan settlement, Florence, the symbol of the Renaissance, rose to economic and cultural pre-eminence under the Medici in the 15th and 16th centuries. Its 600 years of extraordinary artistic activity can be seen above all in the 13th-century cathedral (Santa Maria del Fiore), the Church of Santa Croce, the Uffizi and the Pitti Palace, the work of great masters such as Giotto, Brunelleschi, Botticelli and Michelangelo.

Date of ICOMOS approval of this report

6 March 2014

2 Issues raised

Background

When the property was inscribed on the World Heritage List, in 1982, it encompassed the historic city centre and the settled area on the other side of the river Arno enclosed by the former 16th century city walls (505ha) but no buffer zone was proposed.

Taking into account the progressive expansion of the contemporary city and the increasing pressures which its historic part and the inscribed property may be prone to, the Municipality of Florence has promoted and developed a study so as to define a buffer zone for the Historic Centre of Florence.

This research was carried out according to three main lines of approach: the inventory of the public views and vistas in the surrounding hills from which the historic centre can be seen; the identification of the requirements for the safeguarding of the inscribed property; the definitions of strategic projects/plans for promotion and communication to sustain the qualifying features of the inscribed property.

The preliminary study for the buffer zone has been based on a multidisciplinary and multiscale approach. This has examined different cultural maps that allowed identification of a variety of settings, differing in scale and profile. The analysis has been developed at a regional scale – considering the wider settlement system of historic towns of which also Florence is part; at a provincial scale related to the broad belvedere basin of the city; and at a municipal scale – related to the skyline of the city and to the multiple layers of historical and cultural relationships among the components of the inscribed property and of the property within its setting.

Modification

On the basis of the results of the preparatory research and on the consideration that tourism, due to the high number of visitors, can impact on a much wider area than the inscribed property, the boundaries of the proposed buffer zone cover a large territory (10,480ha) that encompasses the hillsides surrounding the city of Florence to the north, south and east, and the plains to its north west. This territory belongs to various municipalities within the Province: Florence, Bagno a Ripoli, Fiesole and Sesto Fiorentino, and each of them has approved the proposed buffer zone through a municipal council deliberation.

ICOMOS acknowledges the efforts of the city of Florence and of the State Party in developing a methodological framework for the definition of the buffer zone for such a complex property as the Historic Centre of Florence is. However, it also notes that this approach has only been briefly outlined and has not been clearly linked to the decision made concerning the proposed boundaries of the buffer zone.

The general reasons for establishing a buffer zone for the Historic Centre of Florence have been clearly explained and are clearly motivated, but, while the Minor Boundary Modification dossier describes at length the positive reception of the tentative buffer zone by some international experts, it nevertheless fails to clarify fully the rationale underlying the delimitation of the proposed boundaries. In particular, it would be extremely helpful if the State Party could describe in detail, also through graphical and photographic documentation, what is meant in this specific case by the notion of 'area of influence' as well as the results of the study on the panoramic views from the hills and their relation to the delineation of the boundaries of the buffer zone. These views are enumerated in the request for the minor boundary modification but have not been clearly indicated in any cartographic documentation or visual simulation. It would be equally useful if the State Party could provide information on whether this study has also encompassed an analysis of the views from the city towards the hills and the area of possible visual interference that may occur between the skyline of the inscribed property, both from inside and outside it, and any form of urban or infrastructural development.

Additionally, the protection and management system in place for the buffer zone has not been described: several

layers of protection, be they established by law or through planning instruments, are mentioned but no adequate explanation has been provided on how they would function in practice and what are the links between the legal and planning systems for protection.

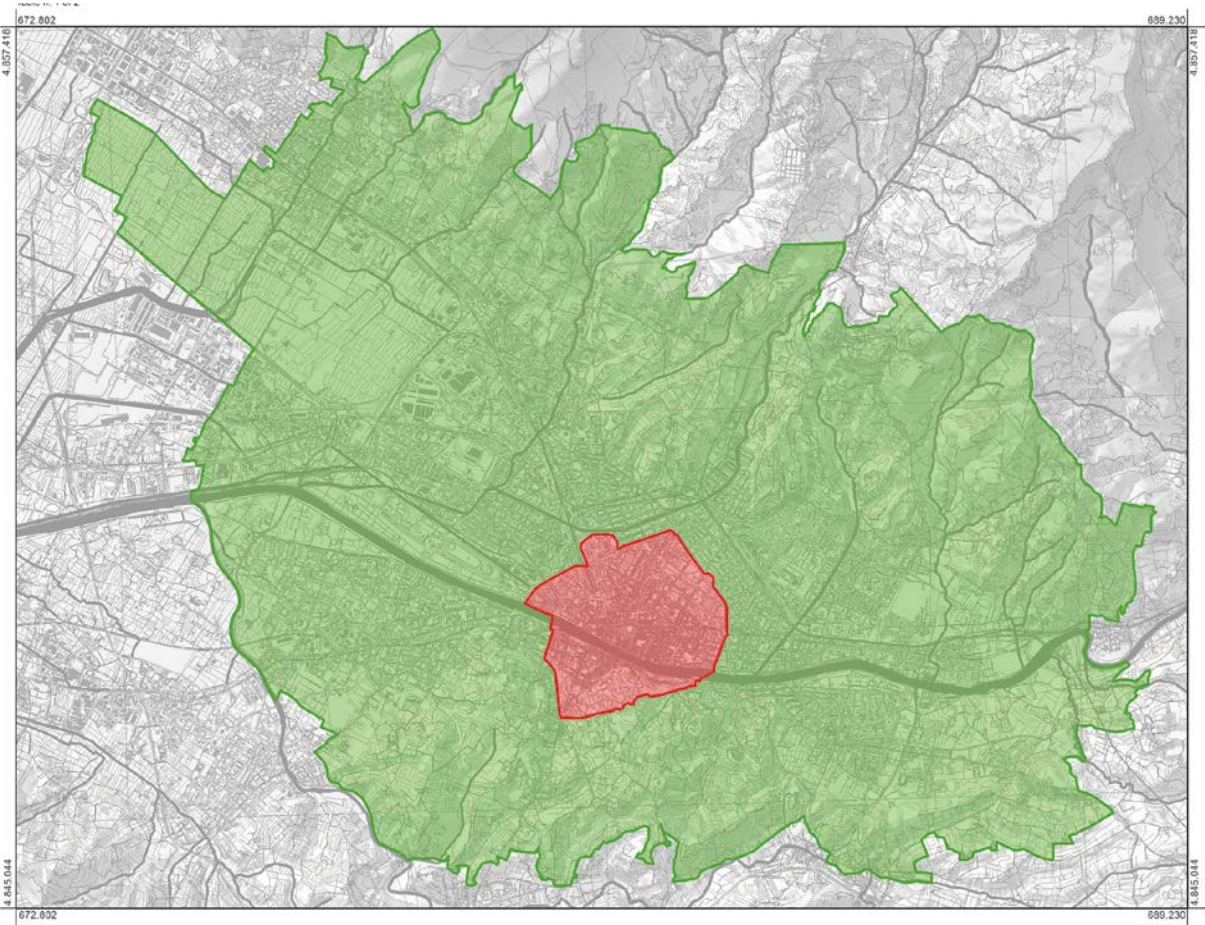
Finally, the minor boundary modification proposal mentions that the Municipality of Florence has been developing urban regulations that also include vistas, belvederes and views as elements to be taken into account in the planning and building permit process, although no deadline for their final approval is outlined. In this regard, ICOMOS believes that the approval of these regulations is of utmost importance as a means of ensuring that the buffer zone is able to provide an effective safeguard for the Outstanding Universal Value of the inscribed property and of its skyline.

3 ICOMOS Recommendations

Recommendations with respect to inscription

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

- Explain in detail the rationale for the delineation of the buffer zone, also through graphical and photographic documentation, and its relation to the results of the preparatory study;
- Clarify and illustrate through cartographic and visual documentation the relevant views, vistas and belvederes worthy of protection, including those from inside the inscribed property towards the outside hillsides;
- Explain in detail how the protection and management systems function in practice;
- Clarify how and by when the management system/plan submitted in 2006 will be amended so as to include the necessary regulatory and management measures to allow the buffer zone to effectively act as an added layer of protection for the inscribed property;
- Adopt and approve the urban regulations concerning the respecting of belvederes and views in any future planning and building decision.



Map showing the boundaries of the proposed buffer zone

Megalithic Temples of Malta (Malta) No 132bis

1 Basic data

State Party

Malta

Name of property

Megalithic Temples of Malta

Location

Islands of Malta and Gozo

Inscription

1980

Brief description

Seven megalithic temples are found on the islands of Malta and Gozo, each the result of an individual development. The two temples of Ggantija on the island of Gozo are notable for their gigantic Bronze Age structures. On the island of Malta, the temples of Hagar Qim, Mnajdra and Tarxien are unique architectural masterpieces, given the limited resources available to their builders. The Ta'Hagrat and Skorba complexes show how the tradition of temple-building was passed down in Malta.

Date of ICOMOS approval of this report

6 March 2014

2 Issues raised

Background

Within the framework of the Retrospective Inventory exercise (May 2005), the State Party was requested to indicate the size in hectares of the six component sites of the property and the size of the buffer zone around Hagar Qim and Mnajdra. The State Party submitted revised maps in November 2005.

The six components of the property have national buffer zones but no official World Heritage buffer zones adopted formally by the World Heritage Committee.

Modification

Following a request made by the World Heritage Centre in September 2012, the State Party has submitted a minor boundary modification concerning the establishment of buffer zones for the serial property in accordance with Annex 11 of the Operational Guidelines.

These minor modifications are proposed to support the following components of the inscribed serial property.

Components of the inscribed property (in hectares):

#	Name of component of the property	Size
1	Ggantija (132-001)	0.715 ha
2	Hagar Qim (132-002)	0.813 ha
3	Mnajdra (132-003)	0.563 ha
4	Ta' Hagarat (132-004):	0.154 ha
5	Skorba (132-005):	0.103 ha
6	Tarxien (132-006)	0.807 ha

Due to the proximity of Ta' Hagarat and Skorba, and of Hagar Qim and Mnajdra, the establishment of the buffer zones included locating each of the above-mentioned pairs of sites in a single buffer zone. Therefore, the allocation of buffer zone sizes for the components of the Megalithic Temples of Malta are provided in the table below.

Areas of the proposed buffer zones (in hectares):

#	Name of component of the Megalithic Temples of Malta	Size of proposed buffer zone
1	Ggantija (132-001)	33 ha
2	Hagar Qim (132-002) and Mnajdra (132-003)	63 ha
3	Ta' Hagarat (132-004) and Skorba (132-005)	60 ha
4	Tarxien (132-006)	11 ha

ICOMOS notes that the material submitted by the State Party consists of the same plans as were submitted in 2005 with the exception of Ggantija, where the buffer zone now proposed is larger than that previously proposed in 2005. The figures in hectares provided in 2005 for the buffer zones of the other component sites differ slightly to the ones provided with the current request.

ICOMOS notes that although the above areas are clearly identifiable on the maps provided, no textual descriptions nor detailed justification for the precise lines of these buffer zones have been provided in order to eliminate any ambiguities that could arise.

The principal legal instrument for the protection of cultural heritage resources in Malta is the Cultural Heritage Act (2002 and subsequent amendments) (Annex 5), which provides for and regulates national bodies for the protection and management of cultural heritage resources. Building development and land-use is regulated by the Environment and Development Planning Act (2010 and subsequent amendments) (Annex 6), which provides for and regulates the Malta Environment and Planning Authority.

All six megalithic temples are formally scheduled by the Malta Environment and Planning Authority as Grade A archaeological sites, and both the sites and their buffer zones are subject to wide-ranging restrictions on building development. The application of these restrictions varies according to the local context.

The State Party submitted copies of the following laws, regulations and plans:

- a) Cultural Heritage Act
- b) Environment and Development Planning Act
- c) Gozo and Comino Local Plan 2006
- d) North West Local Plan 2006
- e) North West Local Plan – Section 2 Area Policies
- f) South Malta Local Plan 2006

According to the State Party, the proposed buffer zones will ensure protection of the setting of the Megalithic Temples through the strict monitoring and control of development within these areas.

According to the State Party, approval of the proposed minor modifications will empower the Maltese authorities to control development within the established buffer zones. In cases where land within the buffer zone is already developed, such as at Tarxien and part of the buffer zone around Ta' Ħaġrat and Skorba, redevelopment is controlled and irreversible changes to the landscape, such as quarrying, are usually prohibited. In instances where the buffer zone lies outside the area committed to development, a more comprehensive protection of the landscape is permitted. These measures ensure the preservation of the properties together with their setting, allowing appreciation of the monuments even from a distance.

ICOMOS notes that no information has been provided on the management arrangements in place for the buffer zones.

Furthermore, it should be noted that the 2012 ICOMOS comments on the approved Management Plan for the Megalithic Temples of Malta made reference to a review of Local Plans in order to amend development criteria to ensure better protection of the buffer zones and contentious developments in the buffer zones, and thus recommended that details of all these contentious proposals should be submitted to the World Heritage Centre together with the outcomes of the review of the Local Plans.

ICOMOS further notes that there are areas of overlap between the proposed buffer zones and zones where development is permitted and where development is having a severe impact on the skyline of the World Heritage property, in particular at Ta' Ħaġrat, Skorba, Ġgantija and Tarxien.

ICOMOS considers that the formal recognition of the existing areas of protection as buffer zones of the component sites of the Megalithic Temples of Malta is a positive step for the protection of the property, but that several issues relating to their boundaries, protection and management need clarification.

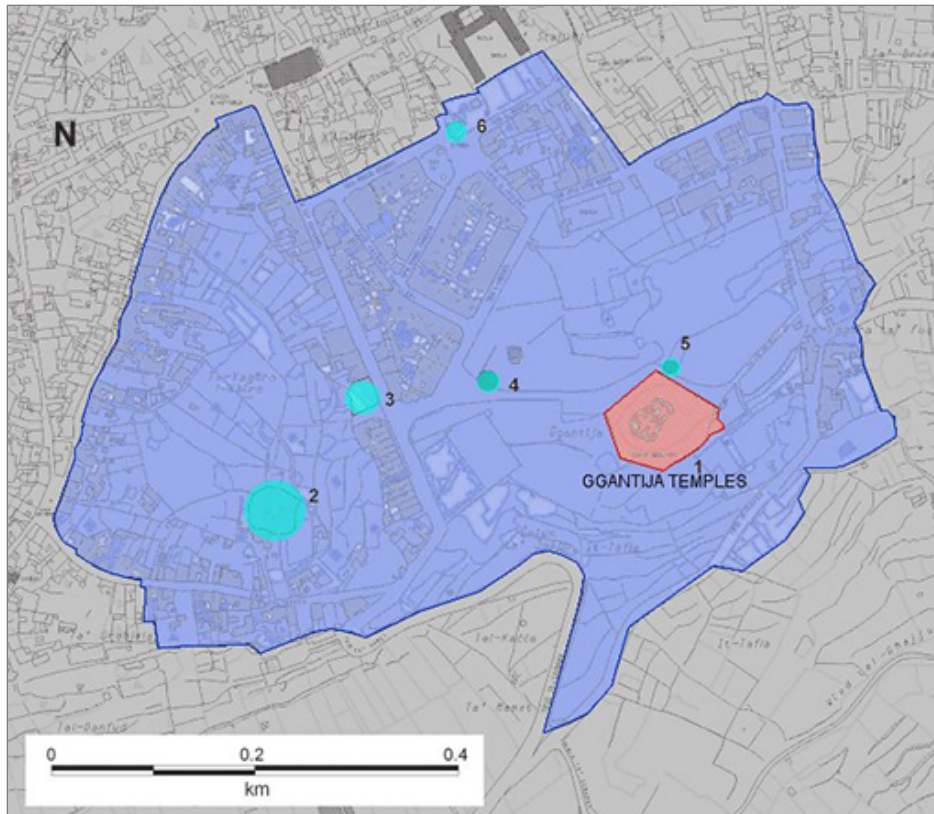
3 ICOMOS Recommendations

Recommendation with respect to inscription

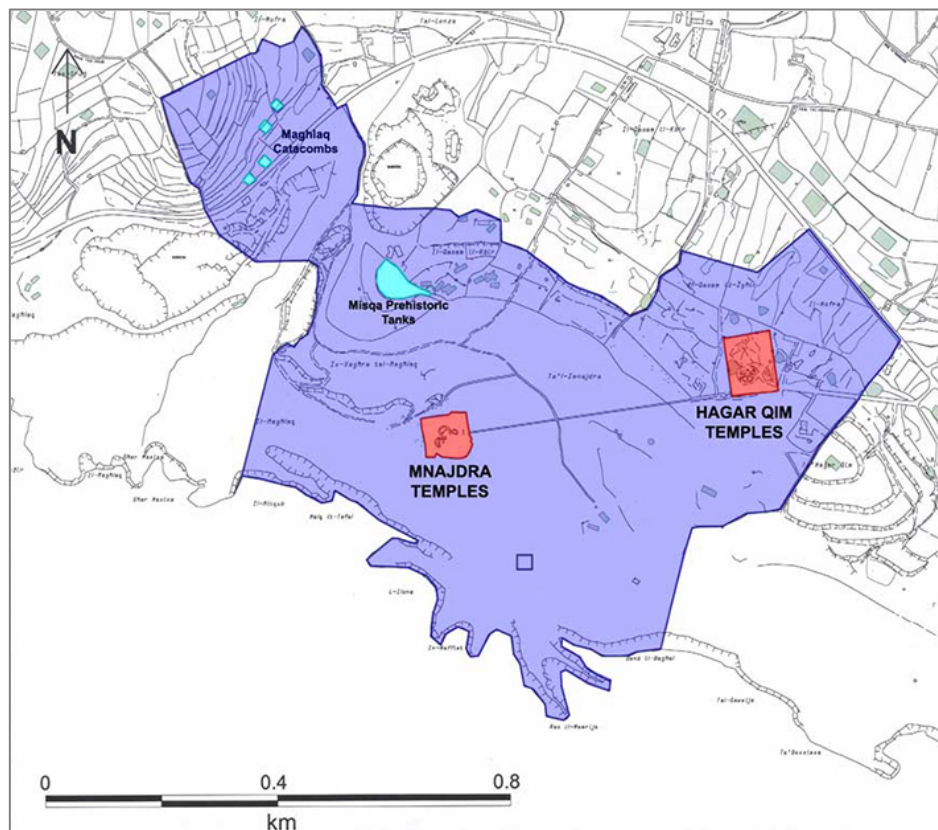
ICOMOS recommends that the examination of the proposed minor modification to the boundary of the buffer zones for the Megalithic Temples of Malta, Malta, be **referred back** to the State Party in order to allow it to:

- Provide a textual description and detailed justification for the precise lines of the buffer zones of the component sites of the serial property;
- Provide information on the management arrangements in place for the buffer zones;
- Strengthen the site-specific development limitation (particularly height limitation) measures within the buffer zones and provide information on the outcomes of the review of the Local Plans.

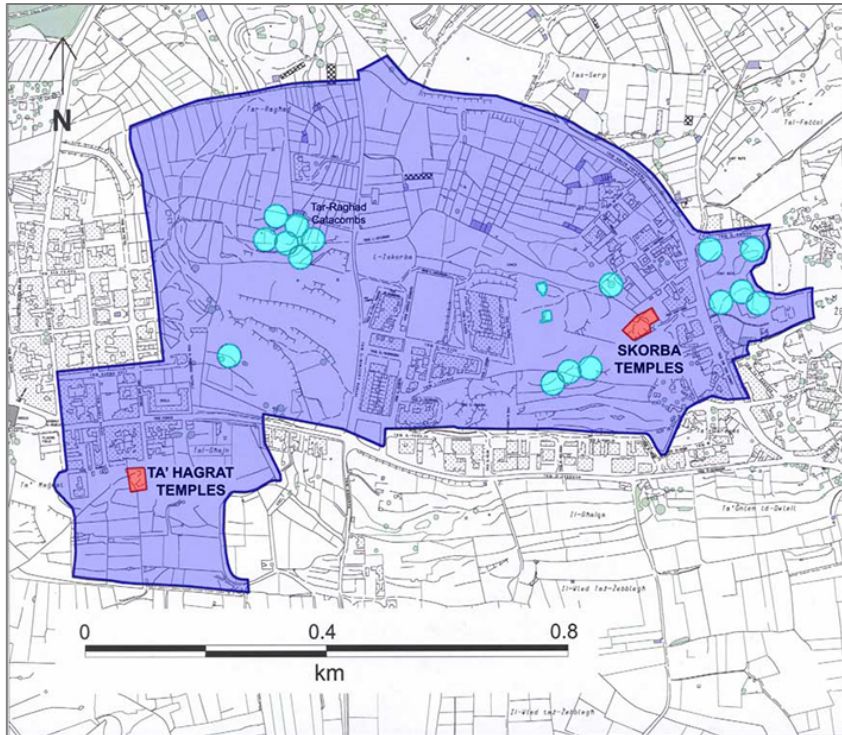
ICOMOS encourages the State Party to keep the World Heritage Committee informed of any development projects within the vicinity of the property in conformity with Paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention*.



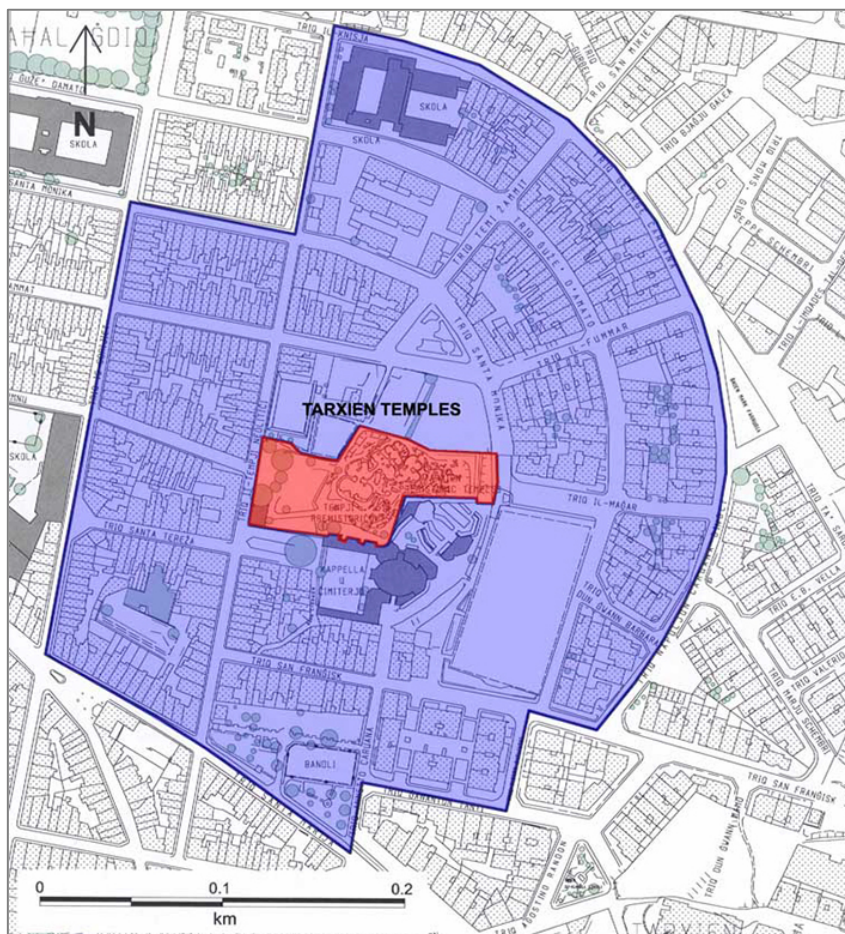
Ggantija – map showing the boundaries of the proposed buffer zone



Hagar Qim and Mnajdra - map showing the boundaries of the proposed buffer zone



Ta' Ħaġrat and Skorba - map showing the boundaries of the proposed buffer zone



Tarxien - map showing the boundaries of the proposed buffer zone

Historic Centre of Warsaw (Poland) No 30 Bis

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 13th to the 20th century.

Date of ICOMOS approval of this report

6 March 2014

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. A proposal for a buffer zone of 667ha surrounding the property was submitted to the World Heritage Committee as a minor boundary modification in February 2013. This was referred back to the State Party because the proposed buffer zone was not protected or regulated as a whole in accordance with paragraph 104 of the *Operational Guidelines on the Implementation of the World Heritage Convention* and was considered inadequate in this respect.

The World Heritage Committee adopted the following decision (37 COM, Phnom Penh, 2013):

Decision: 37 COM 8B.52

The World Heritage Committee,

1. Having examined Documents WHC-13/37.COM/8B.Add and WHC-13/37.COM/INF.8B1.Add,

2. Refers the examination of the proposed buffer zone for the Historic Centre of Warsaw, Poland, back to the State Party in order to allow it to:

a) 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;

b) Consider legal protection and regulation of the buffer zone as a whole by inclusion in the National Heritage Register.

In October 2013, the approval of construction of a development abutting the boundary of the World Heritage property within the proposed buffer zone without reference to the World Heritage Centre was the subject of concern in relation to its impact on the Outstanding Universal Value of the World Heritage property.

Further information on the protection of the buffer zone has now been provided by the State Party. This states that the most appropriate and effective form of protection of the buffer zone under today's legal conditions is to combine the existing area listings in the Register of monuments with the establishment of protection under local area development plans.

Modification

The proposed buffer zone of 667ha surrounding the property is intended 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 17th and 18th 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 17th 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.

The Monument of History comprising the 'Historic urban complex with the Royal Route and Wilanów' is protected by Presidential Decree as a Monument of History (8 September 1994) and covers about 50% of the buffer zone. 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). Local area development plans in the form of spatial development plans cover other parts

of the buffer zone but about one third of the area remains without this form of protection. The State Party states that in that case, where a building permit is required, it is necessary to also obtain a planning permit, which affords protection at the local level. ICOMOS notes that this form of permission was gained for the development currently of concern.

ICOMOS considers that the whole area of the proposed buffer zone should be covered by spatial development plans aimed at ensuring no adverse impact of new development on the Outstanding Universal Value of the World Heritage property.

To this end, ICOMOS considers that the following requirements should be incorporated in all development plans covering the proposed buffer zone:

- i. The height of new buildings (or additional volumes at or on existing buildings) should be limited. Scale, materials, techniques and colours should be defined.
- ii. For existing buildings that are to be renovated, permitted materials, techniques and colours should be defined.
- iii. For existing and new buildings, possible measures for energy-saving and energy-production on the building should be defined, and respectively limited.
- iv. For new and renovated buildings the type of use should be defined.
- v. Views to and from the World Heritage property should be carefully studied and left open.
- vi. The fact that the area of a development plan is part of the buffer zone should be mentioned in the prescriptions of each plan, and its delimitation shown in the plan.
- vii. Within the planning permission decision for building interventions of any type, the influence of the historic preservation officer should be strengthened and be more than just a 'consultation'.
- viii. Already existing development plans should be modified to fulfil the above-mentioned requirements.

- i. The height of new buildings (or additional volumes at or on existing buildings) should be limited. Scale, materials, techniques and colours should be defined.
- ii. For existing buildings that are to be renovated, permitted materials, techniques and colours should be defined.
- iii. For existing and new buildings, possible measures for energy-saving and energy-production on the building should be defined, and respectively limited.
- iv. For new and renovated buildings the type of use should be defined.
- v. Views to and from the World Heritage property should be carefully studied and left open.
- vi. The fact that the area of a development plan is part of the buffer zone should be mentioned in the prescriptions of each plan, and its delimitation shown in the plan.
- vii. Within the planning permission decision for building interventions of any type, the influence of the historic preservation officer should be strengthened and be more than just a 'consultation'.
- viii. Already existing development plans should be modified to fulfil the above-mentioned requirements.

ICOMOS further recommends that the State Party submit a report to the World Heritage Centre outlining progress made in the implementation of the above-mentioned recommendations.

3 ICOMOS Recommendations

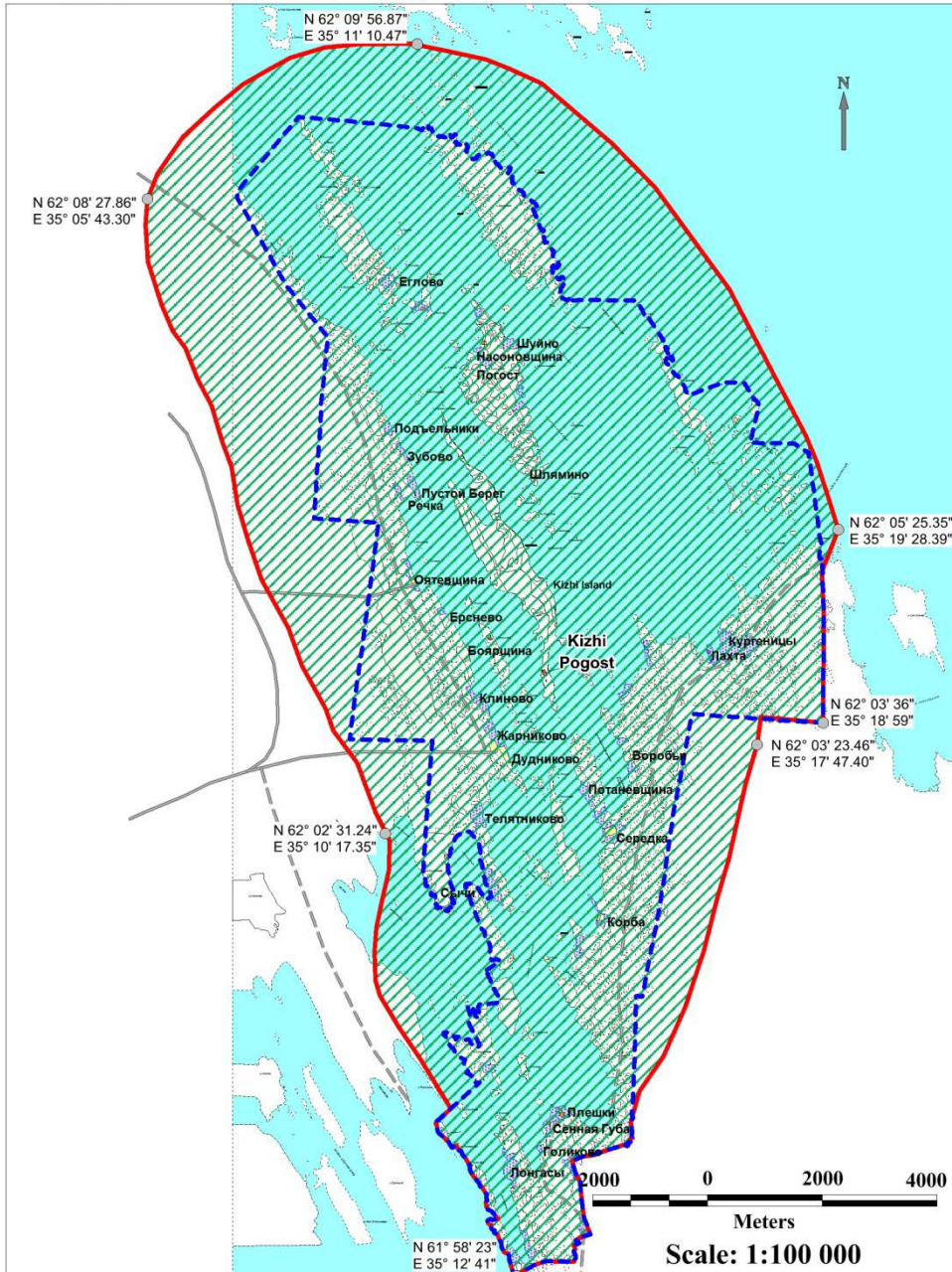
Recommendations with respect to inscription

ICOMOS recommends that the proposed buffer zone for the Historic Centre of Warsaw, Poland, be **approved**.

ICOMOS recommends that as a matter of urgency the whole area of the proposed buffer zone should be covered with spatial development plans aimed at ensuring no adverse impact of new development on the Outstanding Universal Value of the World Heritage property.

To this end, ICOMOS recommends that the following requirements should be incorporated in all development plans covering the proposed buffer zone:

- - - - Buffer zone boundary of the World heritage property
- - Requested buffer zone boundary of the World heritage property
- Requested buffer zone of the World heritage property (14 940 ha)
- The World Heritage Property
- Coordinates of points in the WGS84 system



Map showing the revised boundaries of the buffer zone

Kizhi Pogost (Russian Federation) No 544 Bis

1 Basic data

State Party

Russian Federation

Name of property

Kizhi Pogost

Location

Republic of Karelia, Medvezhjegorskij Region

Inscription

1990

Brief description

The Kizhi Pogost (or the Kizhi enclosure) is located on one of the many islands in Lake Onega, in Karelia. The complex comprises two 18th-century wooden churches and an octagonal clock tower, also in wood and built in 1862. These monumental constructions, set in an almost pristine lake environment, bear exceptional witness to both the art of carpentry and to an ancient model of parish layout dating from the time of the spread of the Orthodox Church in the region. The Kizhi Pogost still acts as a physical and spiritual landmark in harmony with the surrounding landscape.

Date of ICOMOS approval of this report

6 March 2014

2 Issues raised

Background

The property was inscribed on the World Heritage List in 1990 on the basis of criteria (i), (iv) and (v). At the time of inscription the World Heritage Committee recommended that the "authorities concerned maintain the present balance between natural and built environment, since the introduction of new homes or wooden churches south of Kizhi Island alters the historical and visual characteristics of the site."

At the time of inscription, the property was surrounded by a 'secure zone' corresponding to the Reserve territory of the Kizhi State Open-air Museum which, according to the State Party, was to act as a buffer zone for the Kizhi Pogost. The extent of this area was ca 14,350ha but the boundaries were not defined by coordinates and not clearly described, and no area size was mentioned in the nomination dossier.

Due to this lack of clearness, since 2005 the World Heritage Committee has requested, at its 29th, 30th, 31st, 32nd, 33rd and 34th Sessions, the State Party to provide

an update on the status and determination of the buffer zone and, at its 36th Session, encouraged the State Party to submit a proposal for a buffer zone via the minor boundary modification procedure. In response to the Retrospective Inventory, the Russian Federation submitted the boundaries of the buffer zone, which, according to the State Party, corresponded to the protected zones of the World Heritage Property Kizhi Pogost as approved by the Order of the Ministry of Culture of the Russian Federation n. 1268 – 29 December 2011 and encompassing an area of 9,990ha.

At its 37th Session (Phnom Penh, 2013), the World Heritage Committee took note of the clarifications made by the States Parties concerning the boundaries of their properties, including Kizhi Pogost.

Modification

The formal request for minor boundary modification concerns only the modification of the boundaries of the buffer zone as determined within the retrospective inventory process and does not alter the inscribed property.

The State Party explains that the boundaries of the buffer zone as clarified in 2013 corresponded to those of the World Heritage Property protected zones as defined by the above mentioned Order n. 126 – 29 Dec 2011, and reduced in respect to the 'secure zone' schematic perimeter contained in the nomination dossier.

The 2013 buffer zone does not fully guarantee the protection of the landscape setting of the Kizhi Pogost, due to deforestation attempts outside the property but within the original 'secure' or buffer zone included in the nomination dossier. At present, the Museum Reserve has succeeded in halting deforestation activities but reinstating the original buffer zone would strengthen the protection of the inscribed property.

Hence, with this minor boundary modification request, the State Party proposes to:

- reinstate the original buffer zone as it was set out in the nomination dossier (14,350ha);
- further slightly modify the boundaries of the original buffer zone through the inclusion of two additional areas of Bolshoy Klimenetskiy Island (590ha), to increase the size to 14,940ha.

The buffer zone of the inscribed property includes the Island of Kizhi, the waters of Lake Onega adjacent to the Island, the neighboring islands and skerries and part of the mainland.

The proposed expanded buffer zone includes 48 villages, out of which only 14 are still inhabited, part of the shores of the Zahonezhie Peninsula, and Volkostrov, Shunevsky, Eglov, Uimy Islands, amongst others.

The State Party holds that an important attribute of the Outstanding Universal Value of the inscribed property is

represented by its historical setting; the territory covered by the buffer zone exhibits multiple historical cultural layers and a distinctive historical and ethno-cultural character.

According to the State Party, the enlarged buffer zone (14,940 ha) will improve the protection of the property and of its historical and cultural landscape through state regulation and legal mechanisms.

Land use and planning regulations have been established in the protection zone (buffer) so as to ensure that building and development activities are carried out taking into account the Outstanding Universal Value of the property.

The State Party reports that land management is regulated for each component of the protected zone of the World Heritage Property and restrictions on use are included in the Real Estate Cadastre. The Museum Reserve has submitted a request for plots of land to be registered for perpetual recreational use, so as to ensure the conservation of old-growth forests as the setting of the World Heritage Property.

With regard to management implications, the State Party informs that the management plan has been fully revised during 2013 and the scope of its latest version encompasses the original buffer zone as presented in the nomination dossier.

ICOMOS thanks the State Party for the efforts made to strengthen the protection of the property through the definitive clarification of the boundaries of the buffer zone and the reinstating of the original perimeter as submitted in the nomination dossier as well as the expansion to include a further 590ha comprising Bolshoy Klimenetskiy Island.

While the reasons for the minor boundary modification proposal are clear, ICOMOS observes that the following have not been adequately explained:

- the reasons why the additional 590ha should be included in the buffer zone and how they would contribute to the protection of the inscribed property;
- a clear cartographic identification of the proposed 590ha extension;
- the rationale and textual description for the precise delimitation of the boundaries of the proposed buffer zone as a whole, since this was not provided at the time of inscription. In particular the route followed by the boundaries between each coordinate point (natural features, administrative limits, etc.) is not clear, both on the land and on the lake.

ICOMOS also notes that the boundaries of the buffer zone contained in the updated management plan do not correspond to the present proposed buffer zone boundaries nor to the perimeter as clarified through the Retrospective Inventory.

Additionally, ICOMOS considers that there is a need to explain in more detail what are the protective regulatory and planning provisions in place for the expanded proposed buffer zone and how these protect Kizhi Pogost. The State Party in fact asserts that they cover the World Heritage Protected zone, which apparently coincides with the one defined through Order n. 126 – 29 Dec 2011.

At this stage, therefore, ICOMOS considers that it is not clear by which means the proposed expanded buffer zone will be protected. Further details are also needed regarding the specific nature of these provisions and the regulatory and management mechanisms in place to ensure that the newly proposed buffer zone acts as an effective layer of protection for the property.

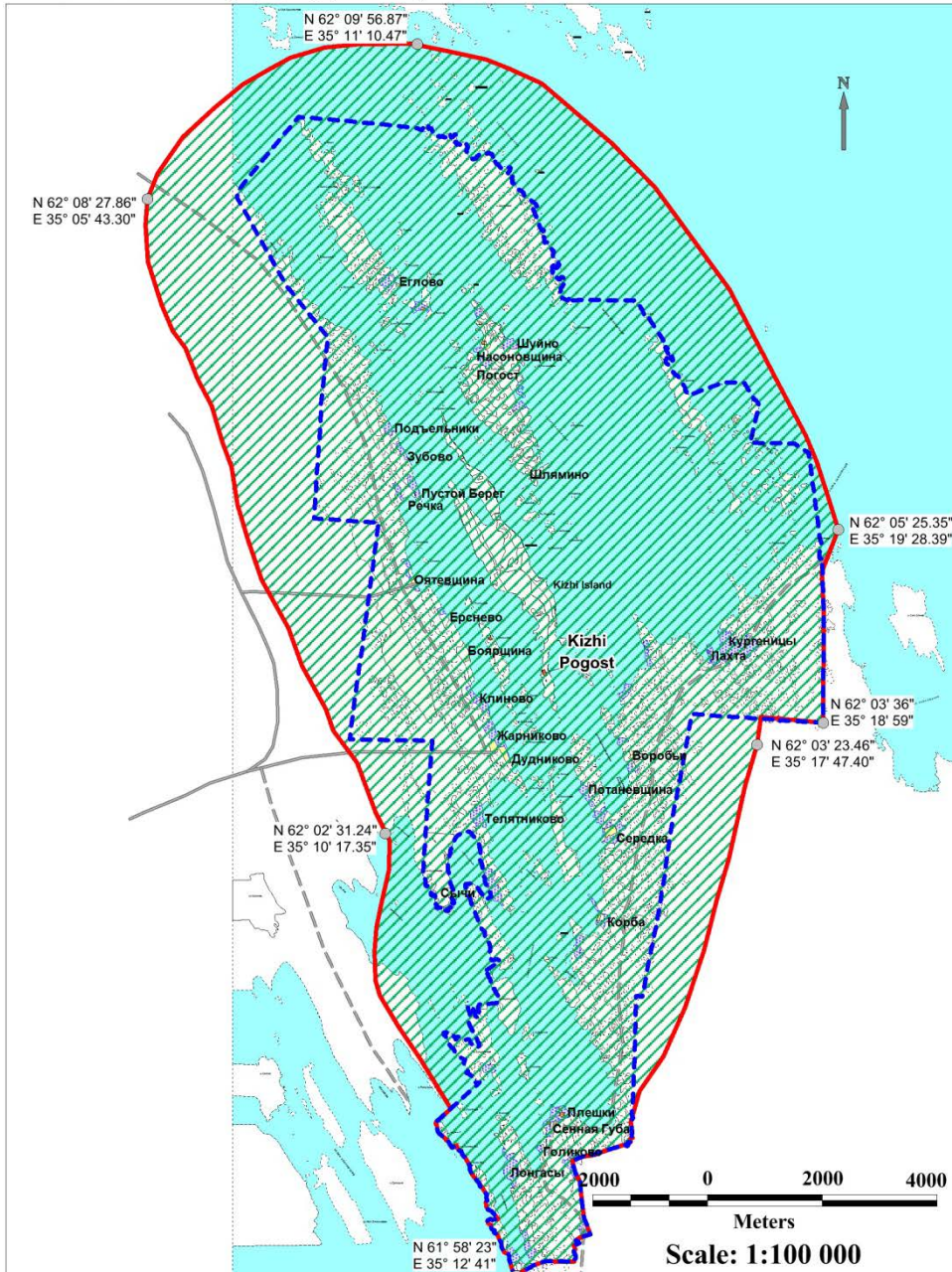
3 ICOMOS Recommendations

Recommendation with respect to inscription

ICOMOS recommends that the examination of the proposed minor modification to the buffer zone of Kizhi Pogost, Russian Federation, be **referred back** to the State Party in order to allow it to:

- Submit a complete set of maps that also identify the additional 590ha of proposed extension to the buffer zone which are either topographical or cadastral and which are presented at a scale which is appropriate to the size in hectares of the property and sufficient to show clearly the detail of the current boundaries and the proposed changes;
- Explain the reasons for the inclusion of the plots of land on Bolshoy Klimenetskiy Island in the buffer zone, in relation to its protective function for the inscribed property;
- Clarify and explain in detail through which legal and planning regulatory measures the proposed extended buffer zone will guarantee the effective protection of the property and how these would prevent deforestation and other possibly harmful activities;
- Amend the above mentioned WHP Protected Zone Kizhi Pogost as approved by the Order of the Ministry of Culture of the Russian Federation n. 1268 – 29 December 2011 in order to make it correspond to the proposed extended buffer zone;
- Elaborate measures to ensure the protection of the visual qualities of the landscape setting of the property and the views that can be enjoyed from and towards it;
- Ensure that the perimeter of the newly proposed boundaries of the buffer zone be incorporated into the 2013 Management Plan.

- - - - Buffer zone boundary of the World heritage property
- - Requested buffer zone boundary of the World heritage property
- Requested buffer zone of the World heritage property (14 940 ha)
- The World Heritage Property
- Coordinates of points in the WGS84 system



Map showing the revised boundaries of the buffer zone

Burgos Cathedral (Spain) No 316 Bis

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 13th century at the same time as the great cathedrals of the Ile-de-France and was completed in the 15th and 16th 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 2014

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 35 COM 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 Santiago de Compostela (347)) and the Route of Santiago de Compostela.

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.

In 2013, Burgos City Council submitted a proposal for a buffer zone for Burgos Cathedral, with boundaries defined by the limits of the old medieval city walls.

The following criteria had 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 incorporated the whole of the historic city and also incorporated, to the south, the free spaces bounded by the Arlanzón River, where visual perspectives exist that relate the Cathedral and the city.

ICOMOS considered that the area of the proposed buffer zone was adequate, as were the protective arrangements.

ICOMOS considered that the management arrangements for the proposed buffer zone needed clarification including the key agencies operating within the proposed buffer zone, their roles and responsibilities and if the management plan has been approved and implemented. Further details were also needed on how the designated views of the Cathedral beyond the buffer zone would be protected and on how the new Urban Development plan awaiting approval related to the Management plan.

In addition, ICOMOS considered 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.

At its 37th session (Phnom Penh, 2013), the World Heritage Committee adopted the following decision:

Decision 37 COM 8B.55

The World Heritage Committee,

1. *Having examined Documents WHC-13/37.COM/8B.Add and WHC-13/37.COM/INF.8B1.Add,*

2. Refers the examination of the proposed buffer zone for Burgos Cathedral, Spain, back to the State Party in order to allow it to:

- a) 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 properties;
- b) Provide a map showing the relationship between the two World Heritage properties of Burgos Cathedral and the Route of Santiago de Compostela within Burgos.

Modification

The proposed buffer zone was re-submitted by the State Party in January 2014 with enlarged documentation and information that provided detailed responses to the World Heritage Committee decisions and to ICOMOS's queries.

ICOMOS notes that although the proposal from the State Party is headed: 'Minor Modification to the boundaries of the World Heritage Site 'Burgos Cathedral'. Proposal for a buffer zone', it does not involve a modification of the property boundary. The proposal only relates to the definition of a 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.

A Special Committee for the custody, defence and promotion of World Heritage is convened when necessary to discuss measure that could affect the buffer zone. Its members are key stakeholders.

A Management plan for the proposed buffer zone of Burgos Cathedral is to be developed by the committee of the Strategic Plan Association of Burgos, which has a particular interest in tourism and marketing. The Plan will include measures for:

- Acceptable and sustainable touristic and recreational use;
- The promotion and diffusion of the cultural and the historic values of the enclosed space;
- The encouragement of academic labours that provide greater insight into the knowledge of those values;
- The conservation and recovery of the zone.

A communications and tourism plan for the buffer zone will also be developed.

Burgos Municipal Council will have responsibility for the administration of the protected buffer zone, within the Special Plan for the Historic Centre. Building permits will be directly issued by Burgos Council, which as the manager of the property will evaluate whether any may negatively affect the Outstanding Universal Value.

A Special Unit for World Heritage will be established within Burgos Municipal Council. This Unit will consist of personnel from Burgos Municipal Council, in particular from its area of Urbanism, and it will provide coordinated advice.

The Council has agreed to undertake a joint review of the General Urban Development Plan of 1999 and the Special Plan for the Historic Centre of 1995, in order to incorporate heritage issues related to the two World Heritage sites, such as the long-distance visibility of the Cathedral, the integration of the *Camino de Santiago* in new developments including infrastructural development, and the need to unify certain regulatory criteria related to height and use. The Plan will go beyond protection to encompass regeneration of the Historic Centre.

As part of the Plan review, a new Catalogue will be developed that defines not only important individual buildings but the characteristics of the whole area. This will include the definition of views within, out and from Burgos that need protection. Eighteen viewing points have so far been identified onto the Cathedral and some of these extend beyond the proposed buffer zone.

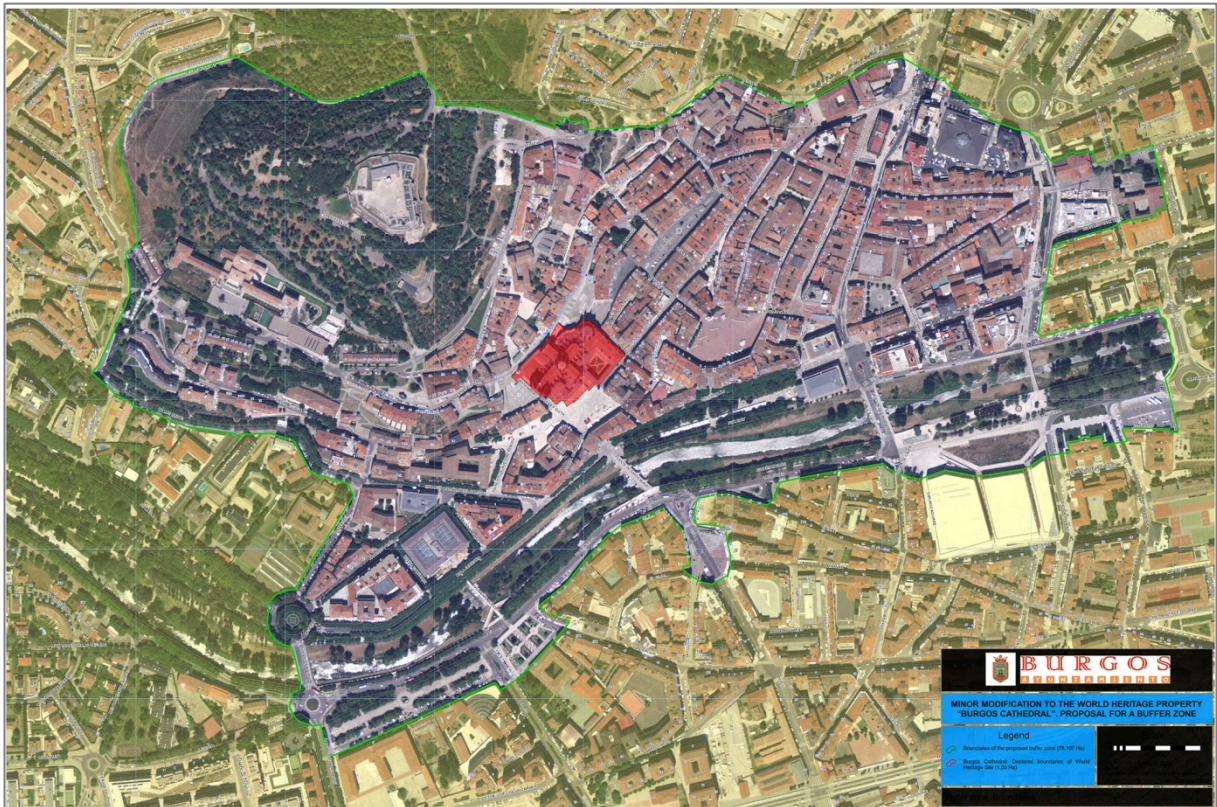
Two maps have been provided to show the inter-relationship between the Cathedral, the proposed buffer zone and the part of the serial property of the Route of Santiago de Compostela in Burgos. A proportion of the component part of the Route of Santiago de Compostela serial property lies within the centre of the proposed buffer zone.

3 ICOMOS Recommendations

Recommendations with respect to inscription

ICOMOS recommends that the proposed buffer zone for Burgos Cathedral, Spain, be **approved**.

ICOMOS also recommends that the State Party provide to the World Heritage Centre copies of the revised General Urban Development Plan and the Special Plan for the Historic Centre once they are completed and approved.



Aerial photograph showing the boundaries of the proposed buffer zone

