

**International Expert Meeting
UNESCO World Heritage Nominations**

Wednesday November 13th 2013 - The Netherlands

Group Discussion: Points to Consider

Outstanding Universal Value ~ Jukka Jokilehto and Henk de Jong

Two quotations from the 2013 Operational Guidelines, published by the World Heritage Centre:

Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. (article 49)

It is not to be assumed that a property of national and/or regional importance will automatically be inscribed on the World Heritage List. (article 53)

Having heard a little about our tentative World Heritage Site, what seems to be of Outstanding Universal Value to you?



Which characteristics of the Water Defence Lines are of local or national significance and which are of international significance?

- Complete fortified line
- Many types of forts (star, polygonal, bunker)
- Green, open and tranquil nature
- Situation in Dutch polder landscape
- Capacity for controlled inundation
- Others...?
- Water management system (sluices, dykes and canals)
- Inundation plains
- Use of brick, reinforced and unreinforced concrete
- Secrecy of the line



The Nieuwe Hollandse Waterlinie will be an extension of the Stelling van Amsterdam, which was added to the list in 1997.

The committee decided to inscribe the nominated property on the basis of cultural criteria (ii), (iv) and (v) considering that the site is of outstanding universal value as it is an exceptional example of an extensive integrated defence system of the modern period which has survived intact and well conserved since it was created in the later 19th century. It is also notable for the unique way in which the Dutch genius for hydraulic engineering has been incorporated into the defences of the nation's capital city.

[\(http://whc.unesco.org/en/list/759/\)](http://whc.unesco.org/en/list/759/)

How much have the requirements for a Statement of Outstanding Universal Value changed?

- How much of the original nomination can be re-used?

A Retrospective Statement of Outstanding Universal Value has been produced by the Stelling van Amsterdam, is this a more useful document?



Criteria *(from the draft retrospective statement of Outstanding Universal Value for the Stelling van Amsterdam)*

Criterion (ii): The Stelling van Amsterdam is an exceptional example of an extensive integrated European defence system of the modern period which has survived intact and well conserved since it was created in the late 19th century. It is part of a continuum of defensive measures that both anticipated its construction and were later to influence some portions of it immediately before and after World War I

Criterion (iv): The forts of the Stelling are outstanding examples of an extensive integrated defence system of the modern period which has survived intact and well conserved since it was created in the later 19th century. It illustrates the transition from brick construction in the 19th century to the use of reinforced concrete in the 20th century. This transition, with its experiments in the use of concrete and emphasis on the use of unreinforced concrete, is an episode in the history of European architecture of which material remains are only rarely preserved.

Criterion (v): It is also notable for the unique way in which the Dutch genius for hydraulic engineering has been incorporated into the defences of the nation's capital city.

Buffer Zones ~ Deborah Boden and Caroline Bugter

A Quotation from the 2013 Operational Guidelines:

For the purposes of effective protection of the nominated property, a buffer zone is an area surrounding the nominated property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The area constituting the buffer zone should be determined in each case through appropriate mechanisms.
(Article 104)

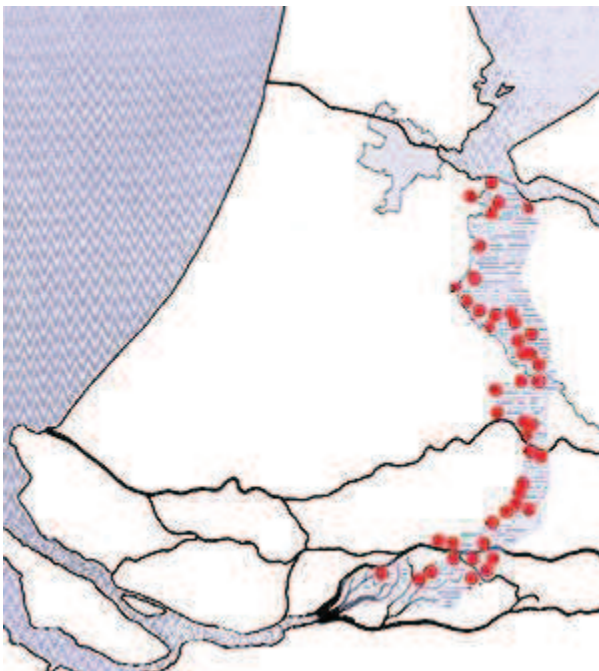
In a country as densely populated as the Netherlands, future planning permission is likely to be a thorny issue when involving stakeholders in a nomination.



- What are your experiences of conflicts between protected areas and stakeholders' development interests?
 - o How were they resolved?
- If the buffer zone covers an area, how strict does regulation of planning need to be in practice?
 - o Does this change from site to site?

The inundation fields of the Nieuwe Hollandse Waterlinie are a stumbling block in creating buffer zones.

- Do they need to be in the buffer zone?
 - o There is very little to see
 - o Their eastern edge is not well defined
 - o But they are part of the system as it is displayed in all national policy papers
- What about a two-tier system (buffer zone and then 'zone of interest')?



**For a fortified line with inundation fields,
where do you think the buffer zones should be?**

- Would the size differ to East and West of the line, as the line faced east?
- Should there be a historical rational for the extent of the buffer zones?
 - o Might The kringenwet form the basis for this, what do you think?
 - o This would create a fluctuating border of the buffer zones according to where there are forts and batteries, is this okay?

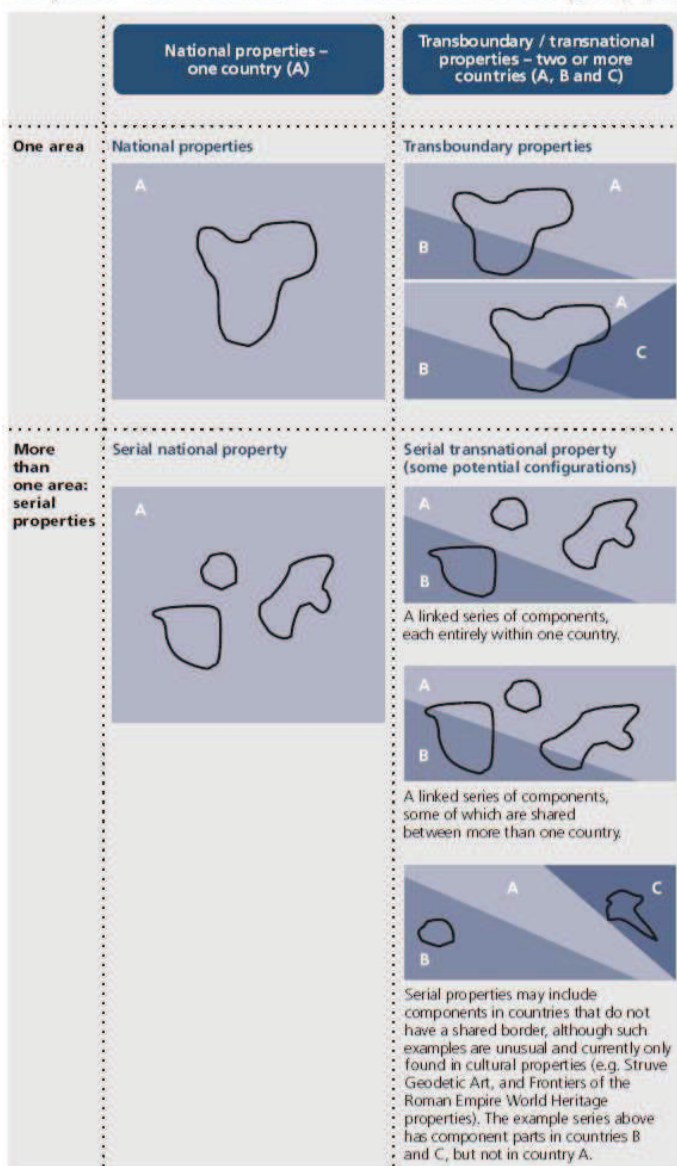


Serial Nominations and Extensions ~ Christopher Young and Alex Bishop

A quotation from the second edition of *Preparing World Heritage Nominations* (p.61):

‘An extension would not normally add new values to the original nomination. However a State Party might take the opportunity of nominating an extension to put forward for evaluation new criteria for the combined original property and its extension. In this case, the nomination dossier must encompass the whole property and provide justification for any new criteria.’

The figure below illustrates the theoretical differences between these various types of property.



The operational guidelines state that a ‘serial nomination may occur on the territory of a single state party’ (article 138).

- What are the pros and cons of this arrangement?
- How is it perceived by UNESCO and ICOMOS?

Since the 1997 inscription of the Stelling van Amsterdam, the requirements for a nomination have changed. It would be beneficial for the nomination of the Nieuwe Hollandse Waterlinie to have as much freedom as possible in establishing a statement of Outstanding Universal Value, perhaps emphasising slightly different aspects of the Outstanding Universal Value of the site.

- ‘Would this process be easier as a serial nomination than as an extension?’
- With a ‘normal’ extension how closely would we need to conform to the same OUV as the Stelling?

In *Preparing World Heritage Nominations* (2011) it states that the normal condition for a site to be serial is that its various elements' boundaries are discrete (p.50). The Stelling van Amsterdam and the Nieuwe Hollandse Waterlinie are physically linked in the North of the Netherlands, where two forts are already inscribed as part of the Stelling van Amsterdam.

- Is it possible to have a serial nomination where the two sites overlap?
- Is there any known precedent?
- Is the historical and administrative separation in the two lines sufficient justification for a serial nomination?
- How will this work in the case of the Frontiers of the Roman Empire site, where there must surely be some overlap?



How integrated must the management of the two sites be in either case?

- For a straightforward extension must there be a single managing body?
- With a serial nomination, how integrated must the two managing bodies be?
- What elements of siteholdership must be shared for serial nomination? (management plans, buffer zone policy etc.)



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Report of group discussions

1. Outstanding Universal Value
2. Buffer Zones
3. Serial Nominations and Extensions

1. Discussion about Outstanding Universal Value **Jukka Jokilehto & Henk de Jong**

Participants

- Jukka Jokilehto
- Henk de Jong
- Mariske Hajer
- Craig Lukezic
- Kees Ampt
- Annette Koenders
- Ana Clara Giannecchini
- Ms Winarni
- Mary Pierdait Fillie
- Petteri Takkula
- Pieter van Traa
- Erika Farkas
- Zita Kalmár
- Gerco Meijer

* NHW = Nieuwe Hollandse Waterlinie
SvA = Stelling van Amsterdam

OUV of the Nieuwe Hollandse Waterlinie

Question: Having heard a little about our tentative World Heritage Site, what seems to be of Outstanding Universal Value to you?

Answer:

- The water management system is key to the OUV of the NHW. The essence is water as a defense system. It's about the water management system used the other way around. In stead of defending against the water, opening the sluices and let the water in to defend against other enemies. In this way, water became an ally.
- The water management culture is in the genes of the Dutch. It can only exist because of the Dutch genes.

Question: Which characteristics of the Water Defence Lines are of local or national significance and which are of international significance?

Answer:

- You have to look at the details to come to the international values.
- The polder landscape is more a value of nowadays and therefore it is an added value. Nature has overwhelmed elements of the NHW.
- The fortifications of the NHW are elegant but have nothing to do with the water management system as a defense. The forts help to understand how the water defense line worked. The fortifications are part of the system in stead of the other way around.

What to use of the OUV of the Stelling van Amsterdam?

Question: The NHW will be an extension of the SvA, which was added to the list in 1997. How much have the requirements for a Statement of Outstanding Universal Value changed? How much of the original nomination can be re-used?

Answer:

- The SvA is a group of buildings. For the NHW we have to introduce more fundamental elements than the SvA did. The NHW emphasis on the cultural landscape and has to be defined as a system of defense which used the water management system, including sluices, dikes, inundations fields etc.
- The technology innovation is the thriving theme in the very complex system the NHW is. The SvA only looked at a part of the complex system.
- The NHW will be an extension to a world heritage site (SvA) what already exists. It will be a serial extension and renomination.
- It's interesting to add something. The new nomination should include a innovative element which justifies the extension.
- The SvA is quite a late part of the NHW. The NHW was defending more than only Amsterdam. It was defending the hart of the Netherlands. The SvA only defended Amsterdam. The SvA (which was built in only 20 years) is the result of all that was learnt in the NHW (over more than 100 years). This means that the history is a very important value.

Question: Is the Retrospective Statement of Outstanding Universal Value produced by the SvA a more useful document?

Answer:

- Criteria 2, 3 and 4 are very useful. These are the essence. Also criterion 5 seems to be very relevant.
- Criterion 2: The creation of the SvA in the 19th century goes back to the creations of Dutch systems in the world during the 17th century. The good brick work and the architecture technology had a lot of influence in the world.
- Criterion 3: The new nomination should perhaps include criterion 3: Human creativity and transformation throughout time. The adaptation of the system from the middle ages onwards is also very interesting. The centuries of water management knowledge as a culture. The technology used in the NHW and SvA knows his origin in the Middle Ages to establish a typology of defense systems. The technical know how is very important and this makes that criterion 3 should be included.
- Criterion 4: It's about a type of cultural landscape (?). The New Dutch Waterline should be a cultural landscape. Holland was very famous for it's brick work. A technical achievement that should be integrated in the criteria, rather as a curiosity. The forts are only an element in the system.
- Criterion 5: It's about the cultural landscape including flooded fields. Criterion 5 has to be modified. Look at the site as a type of land use in stead of a group of buildings.
- Criterion 1 is used in China for irrigation systems. Forget about criterion 1.

Other important notions to consider from the discussion:

- It's not about completeness. It's about the most representative parts. Just take parts of the NHW. Be selective. It has to be a serial nomination. The NHW counts 85 km and is therefore in practical terms a serial site. Parts are infected so don't put the whole 85 kilometers on the list but take the best and most representative parts unique to Holland to put on the list. In the case of the SvA, UNESCO was not so strict in 1996. That's why the whole SvA is listed.
- Flood areas and all the other areas could be in the buffer zone along the whole NHW.
- Some of the inundation area's should be included. Look at them in detail.
- Elements which are not protected on a national level, can't be put on the list for the nomination.
- In the case of a renomination, there is no risk for the SvA. The SvA has to work on a management system. This is a must now unlike twenty years ago.
- Question: to what size are you allowed to change the monument?
Answer of Jukka Jokiletho: There is no exact answer but on the international level of UNESCO there is certainly a limit. The new function has to fit in the identity of the monument. Restoration can mean destroying values in stead of adding. The Dutch way of restoration can be a problem in the nomination. a new feature in place of preservation of identity. Don't include these parts that risk to change too much of the old identity of the NHW. UNESCO does not accept 70% of the alterations (the example of the new bridge of Dresden). Anticipate on these kind of situations.

2. Discussion about Buffer Zones

Deborah Boden and Caroline Bugter

Participants

- Deborah Boden
- Caroline Bugter
- Lukasz Pardela
- Jan Bouman
- Roland Blijdenstijn
- Erik Luijendijk
- Dré van Marrewijk
- Bernard Stikfort
- Roland Blijdenstijn
- Sander Booms
- Joanne Cable
- Gert Middelkoop
- Bambang Eryuddwahan
- Anastasiya Muratova

* NHW = Nieuwe Hollandse Waterlinie
SvA = Stelling van Amsterdam

Discussion

Caroline Bugter: Introduction to the site and the issue of the buffer zone definition. Some zones are smaller, some are wider. Shooting area should be at least 6 km, but around 100 m are really can be under protection.

Deborah Boden: If you do not want a buffer zone, you should provide appropriate arguments and explain your position. The first step is to identify, what is the OUV, boundaries and threats. UNESCO allows also several layers of the buffer zones. Note that different zones can have various negative effects. What is the OUV of NHW? Sluices, fortresses? Should we include inundation area?

Lukasz Pardela: It is hard to get the boundaries of the landscape as the inundation fields are artificial. Nobody really knows where they are ending.

Sander Booms: It is also important to know where is an area of military strategy. We are not protecting shops. We have to protect military buildings. For example, open area on the west from Utrecht – open space with batteries and defense works.

Jan Bouman: The whole system should be protected (NHW as a complex). Discussion is between boundaries and rural area. The visual part is clear.

Roland Blijdestijn: We should focus on threats that are really there. For the boundaries of the defense line choose something that you can explain. Threats are only in the right corner (showing on the map), they are marked red.

Sander Booms: Now we are discussing UNESCO nomination and identification of the boundaries is actual. However, when it is not in a plan, it can be forgotten.

Joanne Cable: The OUV preserves heritage of mankind to future generations. You should think about threats you cannot see.

Deborah Boden: I can not know what happened about 30 years later that's an assessment should be prepared more properly. Some colleagues in council are drawing something that you know now.

Bernard Stikfort: Now we are choosing huge area that is expanded. You are focusing on those that are in danger. Is it possible to create a "hybrid" (on certain areas you have buffer zone, on some - not)?

Deborah Boden: She mentioned that the harbour Childtown on the coast is more protected. (we thought about it as a hybrid). In the UK it works because we have a legally protected area by UK heritage Trust. At the beginning, the authorities rejected our idea. After that we explained that we are not protecting the buffer zone as UK Trust does that, and they were satisfied. "If you keep it simple, it will work better".

Bernard Stikfort: We want to give an opportunity of the development of the agricultural landscape. How far should we deal with negative influences outside? People living within boundaries are supporting us. People outside the boundaries – do not know and think that buffer zone is for environmental law.

Caroline Bugter: Whether or not to have buffer zone? What is the reaction of ICOMOS on the serial nomination without buffer zone.

Deborah Boden: Initially they were skeptical, but we explain that we think this option is better.

Joanne Cable: First – develop protocol, then – submit criteria. You can create a physical line surrounded the site, a line which is flexible to protect.

Jan Bouman: We should specify visual impacts. It still should be discussed. Not what but how? Green zones – those areas that do not have negative impact. Infrastructure is very difficult way of expression. It is important how it is made, but not its function.

Roland Blijdestijn: Problem is invisible structure. We should think about how to deal with this zone, keep circle around the fortress and over 600 m near the waterline. Our approach is from historical point of view. Problem is to specify the inundation fields as it depends on a lot of factors (direction of the wind, for example) and some of these areas were not inundated.

Erik Luijendijk: You should keep in mind water management system? What is the OUV? Water management of fortresses? Do people want to make a protection of the waterline?

Roland Blijdestijn: The boundaries on the south-west are visible, you can see them from highest point.

Jan Bouman: The fortresses are already protected. What are the problems? Prison, canal and highway. In some places you can recognize entering the defense waterline. The site should be accessible for tourists. You should establish the guidelines of how to behave on the zones: when do some planning there, when railway will cross. Some parts are well preserved because it was protected as a system. The OUV and all attributes should be maintained. It's hard as NHW is related to 5 provinces and 25 different municipalities.

Caroline Bugter: What are the outside boundaries?

Deborah Boden: The boundaries are quite well designed. Things outside might happen, but National Trust is dealing with that. => that's why nobody can build beach restaurant on the coast.

Jan Bouman: In the Netherlands there is no people to say "no". In some countries if a place is protected it is actually protected. In the Netherlands if Dutch government decide to do things on the protected area, they will do that.

Roland Blijdestijn: Trouble area of defining the boundaries is where it is hard to get the boundaries from the history. We do not know where inundation fields ends.

Conclusion (research questions):

Before you can say something about buffer zones you need to know what your OUV is and what your boundary is. Does de NHW needs the same boundary as the SvA? Does the whole inundation field needs to be the buffer zone? We do not know yet. The problem is that the exact boundary fluctuates with the groundwater level and the boundary is still unknown because we never used it. Deborah Boden doesn't use a buffer zone in Cornwall and the SvA doesn't use a buffer zone. Do we have enough arguments to do the same?

3. Discussion about Serial Nominations and Extensions Christopher Young and Alex Bishop

Participants

- Christopher Young
- Alex Bishop
- Loes van der Vegt
- Marieke Steenbergen
- Tamar Leene
- Carola Berkelaar
- Ben de Vries
- Frank Buchner
- Daan Lavies
- Ed Taverne
- Abi Kusno
- Veysel Yuce
- Joost Findhammer
- Koen Raats
- Saskia Woudenberg

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Nominate the whole NHW or just some representative parts?

Question: Will the whole NHW be nominated or will some parts (for example densely populated areas) be excluded from nomination?

Question: Vauban is also a system, consisting of many forts. However 12 of the forts were selected to be nominated. These are the most authentic and well preserved forts and are representative for the whole system. Will it be possible to use this strategy for the NHW also? Could we identify different types of sluices, cities and forts, and make a selection of the most representative ones for nomination?

Answer: The NHW is a system, therefore you can't pick only some parts of it. The main defense line is important, only around Utrecht this is not quite visible. The landscape along the NHW differs from place to place, depending on the location. Also the solutions in the north and south are very different depending on the possibilities in the field. There are some very wide inundation fields just because of the present landscape. The total system and the use of inundation is very important. You need to do an assessment to figure out what the integrity of the site is. The intactness is basically one condition, also is the level of threat. The inundation fields are important for the integrity, if you don't nominate them you will miss some of the integrity.

Buffer zone and inundation fields

Question: The SvA has no buffer zone. The World Heritage site consists of the defense line with part of the inundation fields and at some places the site is very narrow. The inundation fields are important for the OUV, is it a mistake that they are not totally included?

Answer: No it is not a mistake, it is a new insight. And if UNESCO has accepted the method of the SvA, this will be an argument to use the same method for the NHW. Also vice versa.

Normal extension or serial extension?

Question: Why do you want to be a serial extension instead of a 'normal' extension?

Answer: The SvA and NHW have differences. The NHW is not just an extension but will add some new aspects to the OUV. With a serial nomination there will be more freedom for the description of the OUV of the NHW (slightly different criteria). Otherwise maybe it will be necessary to write a total new OUV for the total site (SvA and NHW) and maybe a totally new nomination. Do some research for similar sites which are and are not inscribed in the World Heritage list and have a look at the ICOMOS reports. So you get feeling with the thoughts of ICOMOS and UNESCO. ICOMOS itself might not like to give advice in advance, because they then already give their commitment to the nomination.

Question: The SvA was nominated in 1996. How much of the nomination dossier will be useful for the nomination of the NHW? How much of the Hadrian Wall nomination was used for later serial nominations?

Answer: They looked at it, but it was not really useful. It was a useful guide, but not a good basis. If you can choose, do not choose for a 'set up marriage'. Discuss with the SvA what they want to do. You need to agree a common policy about what you are going to do. Maybe a totally new nomination that includes both sites is an option. If you nominate the NHW as an extension you have to adopt as many aspects of the SvA nomination as possible.

Question: Is there a risk for the SvA if we will choose for a new nomination of SvA and NHW together?

Answer: No, the SvA is safe. If UNESCO rejects the new nomination the SvA will stay on the World Heritage list.

Question: Is the nomination of the NHW a serial nomination because of the position of forts like Werk IV (not surrounded by inundation fields)?

Answer: Yes.

Question: How important is the age of both lines for the type of nomination? Does it matter?

Answer: In terms of management it makes no difference.

Way of management

Question: How is the management of Vauban organized? Is there an overall management plan?

Answer: Before the nomination there was no cooperation between the cities. The 13 cities are now working together in a foundation. This is on a voluntary basis and it is all about willingness. Each of the forts have their own management plan with their own theme. All the management plans follow the same structure. All of the cities/forts act careful because a mistake can be disadvantageous for all of the forts. The forts meet regularly in Paris and they make appointments about their plans and ambitions.

Question: There is a lot of hesitation from local governments because they are afraid of restrictions. How do you integrate the theoretical discussion with public support?

Answer: You need an overall coordinating body, and build up trust as soon as possible.
