
Bridgetown and its Garrison (Barbados) No 1376

Official name as proposed by the State Party

Historic Bridgetown and its Garrison

Location

St. Michael, Barbados

Brief description

Historic Bridgetown and its Garrison are witness to more than three centuries of maritime development which allowed Bridgetown to be a major port city and trading centre in the 17th, 18th and 19th centuries. The port city was also an entrepôt for the movement of goods and enslaved people into the Caribbean and South America. The Garrison became the Eastern Caribbean Headquarters for the British Navy until 1805 and its Army until 1905.

Category of property

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

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (January 2008) paragraph 14, Annex 3, part is also an *historic town which is still inhabited*.

1 Basic data

Included in the Tentative List

7 October 2009

International Assistance from the World Heritage Fund for preparing the Nomination

None

Date received by the World Heritage Centre

1 February 2010

Background

This is a new nomination.

Consultations

ICOMOS has consulted its International Scientific committees on Historic Towns and Villages, on Fortifications and Military Heritage as well as other experts in this type of property.

Literature consulted (selection)

Alleyne, W., and Sheppard, J., *The Barbados Garrison and Its Buildings*, London, MacMillan Caribbean, 1990.

American Fortifications and the World Heritage Convention, World Heritage papers no. 19, UNESCO, Paris, 2005.

Fraser, H., and Hughes, R., *The Historic Houses of Barbados. Bridgetown*, Barbados National Trust, 1982; 3rd Edition, Wordsmith International, 2008.

Gosner, P., *Caribbean Georgian: The Great and Small Houses of the West Indies*, Washington DC: Three Continents Press, 1982.

Hartland, M., *A Concise and Illustrated Military History of Barbados*, Barbados, Miller Publishing Co., 2007.

"Urban Slavery in the British Caribbean", in *Perspectives on Caribbean Regional Identity*, edited by Elizabeth Thomas-Hope, 39-56, Liverpool: Latin American Studies Centre, 1983.

Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 11 to 16 September 2010.

Additional information requested and received from the State Party

The State party has provided ICOMOS with a report entitled "*Historic Bridgetown and Its Garrison: Key Developments and Proposals, Refusals and Opportunity Sites 1995 – 2010*" on 9 September 2010. Information from this document is incorporated into this report. Additional information was received on 8 and 28 February 2011 including revised maps and a management plan.

Date of ICOMOS approval of this report

10 March 2011

2 The property

Description

Historic Bridgetown and its Garrison are located on the sheltered south-western of the Caribbean island of Barbados. Historic Bridgetown occupies the northern end of Carlisle Bay, whilst the Garrison is two kilometres away to the south. The two are and linked by a narrow strip, now a commercial corridor that curves around the Bay.

Historic Bridgetown was settled by the British in 1628 as part of its trading empire in the New World. It grew in the 17th century alongside other outposts in the Caribbean and North America such as Kingston, Boston, and New York. By the late 18th century a fort was built at Bridgetown and a Garrison established, linked to the vast network of fortifications in the Caribbean needed to secure Britain's political and economic interests. For over 200 years Bridgetown was the port through which sugar was transported, brought to the coasts from the sugar plantations carved out of the tropical forests, that were manned by labour brought from Africa.

As a colonial city, Historic Bridgetown is representative of 17th century English-influenced urban development in the Anglophone Caribbean. Bridgetown was built upon a

street layout resembling early English medieval or market towns with its narrow serpentine street and alley configuration, and is unlike the colonial towns established in the Caribbean by the Spanish (in the 16th century) or the Dutch and French (in the 17th & 18th centuries) who utilized a grid pattern.

The Garrison ceased to be used for military purposes, when the British withdrew in 1905-6.

The historic town and its port have expanded rapidly over the past thirty years.

The nominated property consists of the core area of the old town, some of its surrounding suburbs, the port, the Garrison area, including the remains of the fort and the area around Bay Street. These are considered separately.

ICOMOS notes that the nomination dossier does not provide very precise information for many of the individual buildings and areas within the property. It also stresses that the *'property comprises 117 buildings of note and these are dispersed within an area of 187 hectares. The site contains many mixed value buildings in different states of condition and so it is clear that this is not a pure and homogenous ensemble'*.

The old town area

This covers the footprint of the 17th century town characterised by organic informal planning with a maze of narrow streets.

The original buildings were constructed in timber but proved vulnerable to hurricanes and fires in 1675, 1780 and 1831. Successive re-building has largely kept the original layout of streets.

In 1765 a re-building act called for the use of more durable materials. This fostered the evolution of a distinctive building style that came to be known as Caribbean Georgian – simple symmetrical buildings with many features borrowed from the English Georgian but with overhanging first floor verandas that reflect the hot and humid climate. They were built first of the local coral stone – either rubble or sawn - and then after 1807, and the abolition of slavery, of bricks that were brought in as ballast on English ships. Many Georgian buildings were destroyed in the hurricane of 1831 but reconstructed in a similar style.

In the 19th and 20th centuries what is called Creolised architecture emerged reflecting the work of Afro-Caribbean artisans. In the late 20th century Bridgetown underwent extensive structural renewal. Some structures were rebuilt or have been provided with cosmetic modifications such as newer facades, while still retaining some original features underneath the newer work.

The nomination dossier provides few details of individual buildings and those that are mentioned are not described in their context.

Very few buildings survive from the 17th century. Those that do are the Nicholls Building, with a Dutch gable, and its neighbour in Lucas Street, houses in MacGregor Street, the Masonic Lodge and the Jewish Synagogue. The synagogue was one of the first built in the western hemisphere in 1654 by the Sephardic Jews who came from Brazil to pass on their expertise in the sugar industry.

Few details are provided on specific examples of Caribbean surviving Georgian buildings, apart from St Mary's church. There are a few examples of plantation homes that reflect the prosperity of the Barbadian sugar plantation economy.

19th century – the Parliament Buildings built in the neo-Gothic style in the early 1870s

The following are the other buildings within the historic areas that have been protected as monuments: the Empire Theatre (1922), the Daphne Joseph Hackett Theatre, Marshall Hall (1861), the Anglican St. Michael's Cathedral and St. Mary's Church, the Nidhe Israel Synagogue, the Calvary Moravian Church, James Street Methodist Church, and St. Patrick's Roman Catholic Cathedral.

Suburbs of the old town

The vernacular 'chattel house', which is found throughout Barbados, still remains a feature of Bridgetown and its environs. The chattel house was the "movable possession" of the Barbadian labourer in the post-emancipation period during the mid to late 19th to early 20th century. The small wooden houses were usually built in the Georgian style of pine imported from Canada on a foundation of coral blocks or sawn stone. They were erected on tenant land that was rented from a plantation or larger landowner. The nomination dossier mentions that there are still a large number of chattel houses in Bridgetown but does not give details of number and location.

The port

The port developed on the shores of the basin into which the Constitution River flows to the sea. The area, which came to be known as the Careenage, was wide enough to provide anchorage for small vessels and for dock facilities, while larger vessels anchored out in Carlisle Bay, Lighters (large shallow-draft row boats) transported sugar, rum and molasses to the larger ships in Carlisle Bay and brought imported goods as well as passengers. In 1657, a portion of the waterfront was declared a public wharf for use by merchants and others. In the late 17th century, several private wharves were added. What remains of the historic portion of the docks and facilities are located within the boundaries of the nominated property while the modern docks are in the buffer zone.

The Bridgetown Dry Dock constructed between 1889 and 1893 is said to be the only surviving dry dock with a screw-lifting mechanism in the world. The 'Screw Dock' or screw lifting dock, represents an innovation in dry dock technology. It was constructed between 1889 and 1893. Its total lifting capacity is 930 tons. In 1897 as many as 1,500 foreign vessels anchored at Carlisle Bay for maintenance and repair.

ICOMOS notes that very few details are provided in the nomination dossier. The Screw Dock is not in use and needs conservation and it is doubtful that it can ever again serve its original purpose. Although it is said to be scheduled for imminent restoration, there is no indication of what its future use would be, or how such a restoration could be made sustainable.

The two storey warehouses with thick walls of coral stone built to withstand hurricanes, have been adapted as restaurants and shops. The Old Harbour Police Station was demolished about ten years ago to be replaced by restaurants and shops.

The Chamberlain Bridge, erected in 1872 across the harbour, a swing bridge operated by two persons, that allowed entry into the inner basin of the Careenage, was demolished and replaced with a hydraulic lift bridge in 2006.

Nowadays the careenage is mainly utilised by pleasure craft.

North-east of the town is Queen's Park House used as the residence of the Commander of the British troops, after they first arrived in Barbados. This building was built in 1780 after a hurricane. It is now used as a theatre and art gallery by the National Cultural Foundation.

The Fort (Needham's and later Charles Fort) and St Ann's Castle

The fort, originally constructed in the 17th century from wood, is on the southern promontory of the harbour mouth. By the 1660's it had become the most powerful of the coastal defence structures with some 36 cannons at its disposal. The fort was rebuilt of stone during the first half of the 18th century, with two additional fascine batteries constructed on either side during the 1740s, when England was at war with both Spain & France. It became the largest of the many forts which guarded the south and west coasts.

Work on the 14-acre citadel commenced in 1779 with troops being sent out in 1780, as a result of the capture, by the French, of several neighbouring British islands.

The fort is currently part of the gardens of the Hilton Hotel. Only the ramparts remain with a number of cannons dating from 1824.

St Ann's Castle was constructed slightly inland to strengthen defences in the early 18th century. It was built

in the shape of a hexagon although it seems the full scheme was never constructed. During the 1840s a tall look-out tower was added. This formed part of the Island's signal stations and between 1914 and 18 it became a wireless station and communicated with ships as far away as the US coastal area.

Both the fort and St Ann's Castle were included in the Garrison area as it developed.

The Garrison area

The Garrison area is the remains of the British colonial Garrison complex.

The construction of the Garrison followed on from the reconstruction of Charles Fort in the 18th century. It led to the establishment of 'garrison government' that utilized the socially stabilising military complex of the Garrison to concentrate governing control and to try and temper what was seen as the pure commercialism of the 'plantation government' system that had functioned in Barbados up to this time.

The Garrison site was constructed over a period of some 80 years from 1789.

The Garrison was constructed at the south end of Carlisle Bay, around St Ann's Castle. It covers about 60ha. It consists of three main areas: the open grass parade grounds, the barracks and other buildings to the lower western side, and the fort and site of the naval dockyard next to the coast.

Historically the Garrison was enclosed by walls on the sides away from the coast. Its 8,500 foot (approx 2km) long eastern boundary still retains some of its original wall while the western and southern limits were defined by over 5,000 feet of peninsular coast along Carlisle Bay and the South coast which is now occupied by the Grand Barbados Beach Resort. ICOMOS notes that no plans are provided to show the location of the walls and original boundaries of the Garrison, in comparison to what is now nominated.

The former grass parade-grounds are now known as the Garrison Savannah, and used as a horse racing circuit.

The main Bay Street, part of the commercial corridor linking the south coast to Bridgetown, cuts through the site and separates the parade ground from the area with the barracks buildings to the west and the fort beyond.

Within the overall Garrison area there are approximately 100 buildings or sites, of which more than half have been identified as having potential historic, architectural or cultural significance. Only around a dozen are protected structures and these are the ones that are described. Few details are provided of the rest.

Facing onto the Savannah is the Main Guard built in 1804 with a Clock Tower, and in the pediment a coat of

arms of George III, constructed in 'Coad' stone (a type of pottery). The Main Guard was used among other things as a court martial with the prisoners being housed in a guard house to the North.

The largest building in the garrison is the two storey Stone Barracks built in 1791 for officers. The building suffered extensive damage in the 1831 hurricane after which the double stone arches were added, to replace the destroyed wooden galleries. In 1906 it became government apartments, until it reverted to the military as soldiers' barracks at the end of the 1970's.

Behind this are two brick buildings now painted red. These are the 1790 West India Barracks and the 1842 Iron Barracks (to the south). Together with the Stone Barracks they enclose the north, south and eastern sides of the original and smaller 18th century parade ground, now covered with several modern warehouses used by the army for large scale administrative furniture and equipment.

Three further Barracks blocks to the east of the parade ground were built together in 1807-1808 and were said to house 400 men each. They were damaged in the hurricane of 1831 but rebuilt. They are now used as government offices.

A Drill Hall built in 1790 as a barracks, was converted to an armoury after only 20 years. Towards the end of the Garrison period it changed again and became the headquarters office for the Garrison. Despite a number of further changes of use, its adaption to an armoury in the early 19th century necessitated its only major physical change.

The Royal Artillery Barracks were built in 1812, and were first turned into apartments and then into commercial units. These are not mentioned in the nomination dossier.

The Garrison's prison is situated in the extreme north-east of the Garrison. Its western, and more visible, portion dates from 1853 while the eastern section dates from 1818. The Complex became the Barbados Museum in 1933.

The Military Hospital was erected in 1803-1806 and damaged by the hurricane of 1831. It was restored in 1840 and later sold as apartments in 1928.

A small part remains of the Regimental Engineers Quarters which once extended down Bay Street.

The Military cemetery, in the west towards the Fort, which pre-dates 1816, is still in use today.

The site of the naval dockyard is now the area of the Mobil oil refinery that was closed in 1998, although the tanks remain. Built in 1805, the dockyard's function was subsequently moved to the English Harbour, Antigua.

The buildings were then used as barracks before being destroyed in the 1831 hurricane.

The Garrison buildings are built on traditional British colonial lines, in a design that can be found throughout the Caribbean but also in India. Many of the buildings date from after 1831 when the earlier buildings were destroyed in a hurricane. The replacement buildings contained iron posts to make them more robust against storms. Some of the barracks now contain government offices. Originally all were painted stone colour.

Several individual or smaller houses are still present on site and have been converted variously to houses or to offices or to the yacht club. Few details are provided to enable understanding of how these relate to the other more major structures.

ICOMOS considers that what is not clear from the information provided is the overall original plan of the Garrison and how far this still survives – albeit in many places in-filled with other more recent buildings.

Within the Garrison site there has been some development such as hotels – the very tall and extensive Hilton near the fort, the Savannah hotel immediately to the south of the Savannah and the Island Inn and Barbados Resort near the northern boundary - and some housing units. Along Bay Street the Garrison buildings have merged with other development along the commercial route. To the south of the Garrison in the buffer zone there are extensive tourist developments along the coast.

Just outside the Garrison area is George Washington House located at the top of Bush Hill to the north-west of the Savannah. Originally constructed circa 1720, it is now the oldest house in the area.

History and development

Barbados was briefly Spanish and then a Portuguese possession. When the British settlers arrived in 1628 it was uninhabited.

The 64 settlers had been dispatched by a group of London merchants who had granted them a lease of 10,000 acres of land. Each was given 100 acres to the north of the Careenage waterway on which they planted staple crops and tobacco and cotton. They first imported Amerindian labourers to work the plantations and then later brought in further enslaved labour from Africa, and indentured labour from England, Ireland and Scotland.

In the 1650s the cash crops of tobacco and cotton were displaced in favour of a new crop, sugar. The development of the sugar economy was greatly helped by the migration of Dutch and Sephardic Jewish communities from Bahia and Recife in north-eastern Brazil, from where they had been expelled by the Portuguese. They brought with them capital and expertise in sugar cultivation.

By 1680, the entire landscape of Barbados had been transformed as forested land was cleared for sugar cultivation.

To service the sugar industry - exporting goods and importing labour – the town and port of Bridgetown was developed. In 1681, Governor Dutton of Barbados was granted the authority to build fortifications (this was when the original wooden Needham's Fort was developed), city boroughs, ports and other places for the convenience and for the better loading and unloading of goods and merchandizes.

The earliest boundaries of Bridgetown were defined in 1660 and they remained more or less in place until 1822.

The development of the urban layout of the town clearly reflected Bridgetown's significance as a major town in the English colonial system. In the 17th century, the port accounted for 60 percent of the value of English exports to the English Caribbean. The premier port of the Caribbean continued to play a significant role in the trade between England and its American colonies in the 18th century.

During the slave period, residential location in the town did not follow a clear-cut pattern which segregated members of the white elite from the enslaved and from poorer whites and free coloureds. A cross-section of peoples and cultures from across the Atlantic could be found in the expanding port town of Bridgetown, but the planning and architecture did not necessarily reflect the social groupings.

Over time, fire and hurricane ravaged the building stock. The major attempt to mould the town into some uniformity came in the 1760s. After a fire had devastated the town in 1766, an Act was passed to permit a special Commission to put into place such regulations and conditions as they felt were necessary to control construction in the town. Henceforth, buildings were made of brick or stone and all buildings were roofed with copper, slate, tile, sawed stone, or block-tin and no other materials.

The precise history of the development of the urban layout is not defined in the nomination dossier, nor are details provided as to which areas contain building from which period of history and what evidence there is for who lived where.

The foundations for the eventual establishment of a permanent garrison in Barbados were laid during the period of the Civil War in England (1642-1649). Lord Willoughby, having been appointed Governor of the Royalist Barbados by Charles II in exile, arrived in 1650 to strengthen its defences, which included the construction of Needham's Fort in that same year.

The need for a permanent major garrison in Barbados was born out of conflict between Britain and France in 1778 by France's allegiance with the USA during the War of Independence. Work on a 14 acre (5.7 ha) citadel at Fort George commenced in 1779 with troops being sent

out in 1780 as a result of the capture, by the French, of several neighbouring British islands.

The troops were initially located in areas in Bridgetown until temporary barracks were built, in 1783, in what is now Queens Park. With the immediate threat of invasion removed, on cessation of the American War of Independence in 1783, troop numbers were drastically reduced and construction of the citadel at Fort George abandoned.

Nevertheless, the British Government, concerned with the future security of the islands, in 1785, decided to establish permanent land forces in the Windward & Leeward Islands with Barbados as the headquarters. The area surrounding Charles Fort and St. Ann's Castle was chosen. Final plans were drawn up in 1789 for a grand scale fortress of approximately 8ha, within which St. Ann's and many of the new buildings would be contained.

The first purchases of land by the Crown occurred during 1789 and 1790, totalling approximately 26.1ha. The first period of construction, of the new Garrison, began immediately and lasted about three years.

The war, being fought on both sides of the Atlantic, had drained British resources in the Caribbean where they were challenged to maintain large numbers of European troops due to the high mortality rates caused by yellow fever and malaria.

In 1795, the British Government approved the recruitment of slaves and, along with Jamaica, the Barbados Garrison provided one of the main bases for the formation of the 'West India Regiments'.

The first seven 'West India Regiments' were raised in 1795, with the numbers rising to twelve by 1798. Between 1798 and 1806, an estimated 6,376 slaves were bought by the army for these regiments; making the British Army the largest slave trader in the West Indies.

Between 1808 and 1814 new lands were acquired, bringing the total area of the main Garrison site up to about 65.56 ha. The Garrison was now capable of stationing 2,700 men and, with the end of the Napoleonic Wars in 1815, about to enter a period of stabilization.

After the relocation of the naval administrative headquarters to Antigua in 1816, expansion continued although at a much reduced rate. During this time (mid-1820s) there were approximately 130 garrison buildings at the Garrison.

Further development did not take place until the late 1930s, after reconstruction as a result of the 1831 hurricane.

By 1854 troop numbers had fallen to about 1,500 and, in this latter period, the atmosphere of the Garrison began to change to one of greater hospitality. Horse racing had commenced in the 1840s while cricket had been first

introduced to Barbados in 1805. The Ordnance Hospital Complex became an officer's recreational facility.

The decision to remove forces from the colonies was taken in the mid-1890s. The removal of British troops was completed in November 1905, followed in January 1906 by the removal of the battalion of the 1st West India Regiment. In the years that followed the Crown sold off all its properties with the majority being passed to Government. All in all, approximately 100 structures and sites from the pre-1906 periods have survived in one form or another.

Barbados became an independent state and formally joined the Commonwealth of Nations on November 30, 1966.

3 Outstanding Universal Value, integrity and authenticity

Comparative analysis

The analysis compares the historic city and its Garrison with 29 properties inscribed on the World Heritage List such as Historic Centre of Camaguey, Cuba; St. George, Bermuda (UK); Old Havana, Cuba; Brimstone Hill Fortress, St. Kitts and Nevis; Island of Gorée and Saint-Louis, Senegal; with 14 properties on Tentative Lists such as such as Georgetown's Plantation Structure and Historic Buildings, Guyana; St. George Fortified System and Historic District, Grenada; City of Charlestown, Saint Kitts and Nevis; and the Underwater City of Port Royal, Jamaica, and with monumental art erected by or for British heroes in the British Empire as well as other towns or cities not on the World Heritage List but which have comparable architecture or hosted garrisons.

The comparisons are not made of the whole property but rather of certain aspects or features of it under the following headings: urban layout significance, administrative importance, maritime-mercantile significance, military significance, cultural significance, and architectural significance.

The analysis compares Bridgetown's street layout to other 17th and 18th century towns. The 17th century town of Port Royal in Jamaica was devastated by an earthquake in 1692, and its street layout, particularly its historic shoreline development, is no longer visibly intact above sea level. All other urban spaces in the British Caribbean (Basseterre and Charlestown, St. Kitts and Nevis; St. John's, Antigua; St. George's, Grenada; Georgetown, Guyana and Port of Spain, Trinidad) were subsequently planned on a grid pattern like towns in the French (Pointe-à-Pitre, Guadeloupe; Fort-de-France, Martinique; Jacmel, Haiti); Dutch (Curacao, Netherlands Antilles and Paramaribo, Suriname) and Spanish Caribbean (Havana, Cuba; Santo Domingo, Dominican Republic; San Juan, Puerto Rico). The Historic town of St. George (Bermuda) is seen as the only other urban space that has a street layout similar to Bridgetown.

In terms of administrative importance, the comparative analysis states that Bridgetown is the '*oldest town with a continuous site of political administration in the British Commonwealth outside the United Kingdom*'. However the comparators offered do not cover the whole spectrum of British colonial towns. Furthermore, they relate to administrative systems rather than any reflection of those systems on the ground.

In terms of mercantile-maritime significance, it is suggested that these aspects of the British colonial presence in the Atlantic area are currently not reflected on the World Heritage List, in the form of a port used for trade and the transfer of people.

In terms of military significance, comparisons are made with other similar garrison and military settings in the Caribbean and North America such as Jamaica's Garrison, Nelson's Dockyard in Antigua, St. Kitts Fortress, the original garrison site located north-east of St. George, Fort Prospect and the Naval Dockyard in Bermuda, the Garrison complexes in Fredericton, Canada, Fort King George, Georgia, Colonial Michilimackinac, Michigan, Fort Henry, Canada, and Crown Point, New York. Mention is also made of garrisons in the Far East, Australia and Singapore.

It is suggested that the closest comparisons with Bridgetown's Garrison occur regionally in terms of materials – being built of ballast brick or stone.

In terms of size only Jamaica's Garrison (which protected military and trade interests in the northern Caribbean) could be considered as a direct comparison with Barbados. Jamaica's Up Park Camp provided the headquarters for administering British forces in the Bahamas, Bermuda and Belize; while Barbados administered all those stationed from St. Kitts in the north, to British Guiana in the south.

However, while Jamaica retains some tangible evidence of its 18th and 19th century garrison plant, the integrity of the site has been seriously compromised. In all other respects, the remaining garrison outposts within the British Caribbean were static national defensive stations.

However the other large garrison in the Caribbean – which is not described in detail – was the garrison of Shirley Heights which overlooks what is now called Nelson's Dockyard in Antigua (and was the dockyard that took over from Barbados in the early 19th century). Much of the garrison is now in ruins but the dockyard is now well restored and within a national park, and it is possible to appreciate the layout of the whole complex.

Out of the many garrisons established by Britain elsewhere in the world, those mentioned include barracks in Singapore, Sydney and Hong Kong (but no mention is made of the large barracks inside the Red Fort in New Delhi). It is suggested that Bridgetown's Garrison has the most intact architecture and continuity of use and also '*Its garrison area is one of only three*

such areas in the world and the only one in the Western Hemisphere.” However ICOMOS notes that what is not clear is which sites are being referred to. And no distinction is made between naval garrison and those built inland.

ICOMOS considers that the comparisons are related more to the size and continuous use of the Barbados Garrison, and particularly the barracks blocks, rather than its integrity in terms of barracks, fort and naval dockyards which were the components needed in the Caribbean. Although Barbados retains more of its barracks buildings, it is no longer possible to gain a clear link between the barracks, the forts, the naval dockyards and the sea. By contrast, Antigua retains much more clearly the relationship between barracks, dockyard and port.

In terms of whether the barracks blocks might be considered to be of architectural significance, ICOMOS considers that more detailed comparisons would be needed to substantiate this.

In terms of cultural significance it is suggested that Barbados is significant as a port that trans-shipped slaves. Comparisons are made with Gorée and St. Louis in Senegal which played similar roles in the trans-shipment of enslaved Africans in French West Africa.

In terms of architectural significance, the comparative analysis states that *“Caribbean creolized urban architectural principles and design were constant throughout the redevelopment of the town and have contributed to the development of a unique Barbadian vernacular”* and also *“the development of the chattel house in the post emancipation period is unique to Barbados”*. However few specific details are provided to substantiate these statements.

The comparative analysis is broadly in two parts: one of comparisons for the city in terms of urban plan, architecture, and the use of the port and second of comparisons for the Garrison area.

For the city it is clear that the organic form of the urban plan, that reflects its English influence, is different from many other towns in the Caribbean that have grid layouts reflecting influences from other European colonial powers. In terms of the architecture that populates that plan, a strong case has not been made for the way it reflects specific social organisation or bears evidence of how the city developed in an outstanding or unique way. Much of the details provided in the nomination dossier are historic rather than contemporary and no convincing case has been put forward for how the ensemble of buildings that exists today, combined with the organic plan can be said to demonstrate in an outstanding way a cultural tradition.

It is suggested that port cities are underrepresented on the List. However the remains of the port in Bridgetown

have been much altered and the future of the screw dock is uncertain.

In terms of the garrison, it has been shown that the barracks blocks that survive at Bridgetown and the area covered by the garrison are more extensive than many other remains of garrison areas – although those at the Red Fort in Delhi have not been considered and these are much larger than Bridgetown and were in use until 2003. The comparison separates barracks blocks from naval dockyards, whereas in the Caribbean these were closely linked. A more meaningful comparison would be between the whole ensembles of garrison buildings that were within the same area. In Barbados there has been erosion of the building near the sea, with the dockyard being destroyed and the fort compromised, but the main barracks buildings have survived, whereas in Antigua the naval dockyard has survived and the barracks blocks are mainly ruins, although overall the site retains its integrity as a spatial unit.

In conclusion ICOMOS does not consider that a case has been made for the city to be considered for the World Heritage List and it does not consider that a full enough case has been made for consideration of the garrison area.

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

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:

- As one of the earliest towns with a unique serpentine street layout established in the mid 17th century as an urban centre and port in the Caribbean network of military and commercial outposts of the British Empire, Historic Bridgetown and its Garrison was the focus of trade-based English expansion in the Americas.
- Historic Bridgetown was an entrepôt not only for goods and slaves destined for Barbados, but was also the trans-shipment point for enslaved persons distributed throughout the Americas.
- A new architectural style, *Caribbean Georgian*, was created by the local builders.
- As a result of its strategic location and economic importance at the height of European imperial conflicts in the region, Historic Bridgetown and its Garrison became the Eastern Caribbean Headquarters for the British Navy until 1805 and its Army until 1905. The British Colonial Garrison concept developed into a form of imperial administration and control for their British colonies and, as such, is a unique form of garrisoning, not replicated by other imperial powers.

- Its Garrison area is one of only three such areas in the world and the only one in the Western Hemisphere.
- Historic Bridgetown's Garrison is the most structurally complete 18th and 19th century British Colonial Garrison in the world.
- Historic Bridgetown and its Garrison participated in the international trade not only of goods, but also the transmission of ideas and cultures that characterized the developing colonial enterprise in the Atlantic World.

ICOMOS considers that although Bridgetown was the focus of trade-based English expansion in the Americas, the issue is whether what survives demonstrates that role, whether the surviving fabric – the fusion between the layout of the town, its buildings and the remains of its port and garrison – can be seen as an entity that is outstanding in the way it manifests its former power and influence.

Although the town has an organic layout which is unusual in the Caribbean, the relationship between its layout and the buildings does not appear to represent clearly any distinctive social structure or historical periods or process to an exceptional degree. And neither does the architecture appear to be exceptional. The Caribbean Georgian buildings and the chattel houses both exist outside Bridgetown and the numbers, and quality, of those within the town has not been shown to be exceptional.

The port was an entrepôt not only for goods and slaves destined for Barbados, but was also the trans-shipment point for enslaved persons distributed throughout the Americas. However there is slight evidence of that role in the remaining buildings and the port has been much altered.

The Garrison government model adopted by the British was not entirely replicated by other imperial powers, and Historic Bridgetown and its Garrison was the Eastern Caribbean Headquarters for the British Navy until 1805 and its Army until 1905. The issues are whether the Garrison at Bridgetown can be said to be an exceptional example of the garrison approach and whether it can also be said to reflect the important role of Bridgetown's garrison in the Eastern Caribbean over a period of 100 years.

So far, as set out above, it appears to be the case that the Garrison at Bridgetown and that of Antigua complement each other and reflect the importance of garrisons in the east and west of the Caribbean respectively. The case has not been made for considering the Bridgetown Garrison in building terms to be the most exceptional and complete in the world in architectural terms.

It is stated that Historic Bridgetown and its Garrison participated in the international trade not only of goods, but also the transmission of ideas and cultures that

characterized the developing colonial enterprise in the Atlantic World. Whereas this is true, a case has not been made for how the property reflects those ideas.

Integrity and authenticity

Integrity

The nomination dossier includes a single section for both integrity and authenticity.

According to the State Party, the conditions of integrity are guaranteed by the persistence of the irregular urban layout, the presence of administrative, mercantile and maritime buildings, the churches, residential and chattel houses, the large number of buildings and structures associated with the Garrison, and the public monumental art.

ICOMOS considers that the area nominated for the town covers the area that reflects the layout of the first settlement and the port. The area nominated for the garrison contains the overall area of the Garrison. The area nominated to join the two areas is a strip of the bay along Bay Street that has been added as a link rather than for what it contains.

Within the town and port the street layout largely persists but the condition of existing buildings and structures vary widely from near ruin to recently restored. Overall the urban fabric has not been shown to reflect a coherence that in turn relates to its function and history. The port area has been considerably altered and the condition of the Screw Dock is such that the overall structure is vulnerable.

In terms of the garrison, a large proportion of the main buildings survive – from the barracks and administrative and service sections, but the naval dockyard no longer survives and the setting of the fort has been much compromised by the building of the Hilton Hotel.

The basic road network at the Garrison has not changed since the complex was closed in 1905. Its boundary wall remains largely intact and entrances to the site occur at their original locations. Within, the layout of the main barracks blocks has been compromised by the addition of modern warehouses, and overall the garrison area has had a number of new buildings, housing and hotels that detract from the legibility of its original layout.

Authenticity

A particular strength of the nomination dossier is the way it is underpinned by extensive historical, architectural and other research publications on Historic Bridgetown and its Garrison.

Nevertheless, the city appears to have undergone extensive structural renewal during the latter part of the 20th century. Its mainly 19th century building stock suffers from neglect or has been much rehabilitated and adapted for commercial or tourism uses as opposed to

being conserved or restored with a heritage preservation perspective. ICOMOS considers that it is thus difficult for the overall urban area to convey its meaning in terms of reflecting social, cultural or, economic importance. The port has been much altered and that too can no longer be read for the way it formerly functioned.

Within the garrison, the main individual barracks blocks and administrative buildings retain a high degree of authenticity. However ICOMOS notes that little information is given on the large number of ancillary buildings, many of which have been converted to other uses. The fort and naval dockyard area and the coastline around the south-west of the garrison have been much compromised by new development. Overall the ability of the garrison to convey its meaning in terms of its original function and the relationship between the various component parts is vulnerable, as development has to a degree removed the overall clarity of its layout.

ICOMOS considers that the conditions of integrity and authenticity of the property as nominated have only been partly met.

Criteria under which inscription is proposed

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

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

This criterion is justified by the State Party on the grounds that in the scramble for the exploitation of resources and wealth in the Americas, Historic Bridgetown and its Garrison was pivotal to development of the infrastructure and projection of British imperial power within the contested theatre of the Atlantic World spanning the 17th to 19th centuries. In addition to its prominence in the development of administration in the English colonies of the Atlantic World, Historic Bridgetown and its Garrison was the centre for the transmission of ideas concerning administration, trade, communications, culture, science and technology in the British Empire in the 17th century and early 18th century, and in the Anglophone Caribbean from the 17th to 19th centuries. The town's buildings were designed in the Georgian style, which was transplanted from Britain, but with adaptations for the tropical climate, that came to be known as *Caribbean Georgian*.

ICOMOS considers that Barbados did have a pivotal role in the development of the English colonies of the Atlantic World and was one of the centres for the transmission of ideas concerning administration, trade, communications, culture, science and technology in the British Empire in the 17th century and early 18th century, and in the Anglophone Caribbean from the 17th to 19th centuries. However what needs to be demonstrated is precisely

how the nominated property manifests this influence and ideas and this has not been set out precisely.

ICOMOS considers that the development of the garrison might be said to have absorbed ideas from Europe and further transmitted them to other areas of the Caribbean and that these can be seen in the fabric and layout of the buildings, but it has not been demonstrated how the city similarly reflects an absorption and transmission of ideas.

ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that in the pre-emancipation period, the maritime mercantile orientation of the town produced a cosmopolitan culture comprising free and enslaved persons living and working in an urban matrix that supported and supplied the dominant plantation-based economy of the island. The social stratification of Bridgetown over this period is well documented with references to several occupational, religious, ethnic, free and enslaved groups (including merchants, mariners, traders, artisans, hotelkeepers, Anglicans, Quakers, Methodists, Sephardic Jews, freed persons, bonded servants and enslaved Africans) who all lived and worked in the town supporting the commercial interests of the rural plantation economy and international trade.

These communities made their mark on the townscape with their activities participating in the creation of a *creolized Caribbean culture*, which intangibly survives in the dialect, music and cultural practice; and tangibly survives in urban architecture designed by colonial architects for the tropical environment and built with local labour. Some communities have left lasting impressions of their presence with the erection of monuments to their beliefs such as the numerous protestant Churches (Anglican, Methodist, and Moravian), Catholic Cathedral and Jewish Synagogue that are still used today. Historic Bridgetown and its Garrison is the ideal urban space to map social, cultural, economic and political continuities and transformations from the pre-emancipation to post-emancipation period.

ICOMOS considers that though the nomination dossier demonstrates that the nominated property has played an important role in the creolization process, its outstanding significance has not been demonstrated within the framework of the Caribbean process of creolization where, for instance, France, Spain and other nations have also played significant roles.

ICOMOS considers that this criterion has not been demonstrated at this stage.

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 Garrison and fortifications constitute an integrated semi planned urban landscape with a strong architectural theme, surviving over the years, to represent an almost complete 18th-19th century British colonial Garrison. The remaining landscape, which has been essentially unchanged for the last 200 years, provides a unique glimpse into a pivotal period and significant stage in the history of British imperial administration and the Garrison's roles as a staging base for the advancement of British interests in the region. As a major centre of maritime trade and military operations, Historic Bridgetown and its Garrison possess an outstanding collection of colonial warehouses and dock facilities. The Parliament of Barbados is a testimony to almost 400 years of stable government in the former English colony and now independent state in the British Commonwealth. The variety of Catholic, Protestant and other sacred spaces or places of worship in a comparatively small place is unparalleled in the region.

ICOMOS considers that the Garrison as an ensemble might have the capacity to demonstrate this criterion on its own. However further comparisons need to be made to establish more firmly the scope of the garrison, its relationship with other Caribbean garrisons and with other garrisons around the world in order to demonstrate more precisely how it might be considered to be outstanding and to confirm its overall integrity and authenticity.

The Screw Dock is an outstanding structure but its context has been eroded and it is vulnerable and not functioning. For the most part, the individual buildings in the urban area, taken singly, are not unique, nor outstanding. The Parliament Building, although it represents an early form of government in the Caribbean, is itself not an outstanding example of a legislative building and cannot be seen as an "outstanding example." Also, in considering the religious buildings, with the possible exception of the synagogue, they do not appear to be outstanding, or unique, in design. As an ensemble the urban buildings do not have a coherence that allows them to be read as outstanding examples of urban planning or architecture.

ICOMOS considers that this criterion has not been demonstrated at this stage.

In conclusion, ICOMOS considers that part of the nominated property, the garrison area, might possibly meet criterion (iv) if the comparative analysis is deepened and the conditions of authenticity and integrity can be met, but that the property as currently nominated does not meet the proposed criteria, has not met the conditions of authenticity and integrity and the

Outstanding Universal Value has not been demonstrated.

4 Factors affecting the property

Development pressures

Historic Bridgetown and its Garrison suffer from typical contemporary urban area developmental pressures such as commercial, mercantile, tourism, infrastructural development and urbanisation. The most enduring development problems are those that have affected the scale, proportions and layout of the property. The construction of both the Grand Barbados Hotel and the Hilton Hotel at the garrison, have caused major impacts as a result of their scale, as has the tall tower of the Tom Adams financial centre within the Crompton/Roebuck St conservation area in the city.

Major tourist resorts along the coast in the buffer zone have compromised the relationship between the garrison and the coast. Within the garrison the spatial plan has been to a degree eroded by infill and developments such as four-storey office buildings but during the mission details emerged of larger-scale threats.

Within the garrison conservation area, there are proposals for an office complex next to the 1830 Lexham house, (not described in the nomination dossier) and much larger developments at the Garrison Savannah for a 'Field Stand' to create a racino (*presumably a racing casino*) including bar, restaurant, slot machines and a viewing/hospitality terrace to seat 150 people, and for multi-purpose night time lighting.

The garrison area also faces threats from the impact of many incremental changes to its smaller buildings and infill developments.

The Pier Head area, which comprises the Screw Dock and a number of warehouses which served the Careenage, has been designated as a Special Development Area which makes provision for the vesting of lands and financial arrangements to facilitate the public/private partnership for the redevelopment of the area. Outline planning approval has been given for the comprehensive redevelopment of this site for retail, restaurants, entertainment, offices, museum, design centre, hotel, and/or residential and parking.

Within the Bay Street area there are a considerable number of permissions including one for a 10 storey hotel. Further plans and opportunities for the development of the Carlisle Bay area from Pier Head to the Savannah Hotel in Hastings are described in a report submitted by the State Party in September 2010 and entitled "*Development Opportunities within the Historic Bridgetown and Its Garrison Property and Buffer Zone*". These might involve the future of the old General Hospital and the former naval Dock Yard at Needham's Point.

ICOMOS notes that this report highlights the important urban development pressures experienced by Historic Bridgetown and the overwhelming movement towards rehab / reuse / new interventions as opposed to conservation / restoration / maintenance approaches.

Tourism pressures

Barbados has a robust tourism industry which has been more seriously developed since the 1960s. The potential threat to the site from increased tourism will be mitigated through proper forward management planning. Historic Bridgetown and its Garrison have unfulfilled capacity for numbers which must be addressed and managed accordingly.

Generally speaking, there has not been a significant amount of development due to tourism pressure. However there are several hotels within the garrison area including the very large Hilton Hotel and others in the buffer zone.

Environmental pressures

No specific environmental pressures or threats are identified in the nomination dossier on either the quality of air or water or the quality of life in the city.

Natural disasters

The major concern facing Barbados, in respect of natural disasters, is the potential for hurricanes (last hurricane to visit the island was in 1955). Though not as prone to these conditions as other Caribbean neighbours, Barbados can expect to see such occurrences every fifty to seventy years. In between these hurricanes are numerous tropical storms and flood events that can cause medium to severe damage. Earthquake and other such phenomena are very rare occurrences seldom affecting Barbados. Bridgetown has suffered several important fires over time that have destroyed much of its early buildings. The State Party established a '*Disaster management policy*' in 2003, to mitigate these specific threats and the Nomination Task Force is working collaboratively with the Barbados Fire Department for the preparation of an Emergency Disaster Plan for the nominated property.

Impact of climate change

Global warming presents an unknown level of threat. It is suggested that the effects of rising sea levels will be less evident in these regions than elsewhere.

ICOMOS considers that the main threats to the property are natural factors such as hurricanes, floods and fires and development pressures.

5 Protection, conservation and management

Boundaries of the nominated property and buffer zone

The boundaries of the nominated property are clearly delineated on the maps and plans included in the revised maps received in February 2011 and cover an area of 187 hectares. An estimated population of 4,790 people live within this area.

The area of the buffer zone covers 321 hectares. An estimated population of 3,750 people live within this area.

ICOMOS considers that the boundaries of the nominated property adequately cover the urban area and the garrison. The rationale for the buffer zone boundary is not clear, nor is it clear how the buffer zone offers protection.

Ownership

In respect of the land area, there are 1,566 individually delineated properties within the nominated property. The ownership proportions (by land area) are as follows:

- 53% (88.00 ha) owned by the Government of Barbados (Crown) and Government owned agencies (Central Bank of Barbados, Barbados Tourism Investment Inc, Bush Hill Tourism Trust Inc, National Housing Corp, Needham's Point Holdings Ltd and Needham's Point Development Inc).
- 27% (44.66 ha) owned by private commercial entities.
- 17% (27.67 ha) owned by private individuals.
- 4% (6.19 ha) owned by religious organizations.

Land areas above do not take into account public roadways and waterways and therefore will not equate to the total area of the nominated property.

Protection

Legal Protection

Bridgetown and surrounding constituencies are administered by members of the Barbadian parliament. There is no overall legal protection for the nominated property. Specific properties, sites and areas have been designated under the following Acts:

- The Town and Country Planning Act, 1968 (Cap.1968-240). Within the Act are provisions for the protection of cultural heritage sites. Within the area of the nominated property, specific properties have been designated as archaeological areas and conservation areas as well as monuments and buildings of special architectural or historic interest. The list is provided in the nomination dossier.

- The Barbados National Trust Act, 1961 (Cap. 196:1-58). The Trust is a body incorporated by the Barbados National Trust Act 1961, with, among other responsibilities, the mandate to list buildings and monuments of historic and architectural interest, compile photographic and architectural records, preserve chattels of historic or artistic interest and make the public aware of the value and beauty of the island's heritage.
- The Preservation of Antiquities and Relics Bill Act, 2006 is under revision. The Act essentially makes provision for the proper management of any archaeological activities within Barbados and the conservation of any antiquities or relics associated with these activities.

There are five designated conservation areas. Four are in the urban area and cover rather less than half of it. The fifth is the garrison area which covers most but not quite all of the historic areas of the garrison. This means that large areas are subject only to planning controls.

ICOMOS considers that the provisions of the Town and Country Planning Act, supported by the Physical Development Plan Amended (2003), provide the necessary legal mechanisms for protecting the designated sites and areas within the property. More specific policies need to be adopted for the areas outside the designated conservation areas.

Effectiveness of protection measures

These protective measures are implemented and enforced through the collective efforts of the Government of Barbados, statutory corporations, local non-governmental organizations and members of Barbadian civil society who have an interest in heritage preservation and cultural development. The effectiveness of the protection measures seems not always to be adequate in terms of constraining development within the conservation areas, and elsewhere, as detailed above.

ICOMOS considers that the legal protection in place is technically adequate for the designated areas but its implementation needs strengthening and for the non-designated areas specific planning policies need to be adopted.

Conservation

Inventories, recording, research

A Committee investigating into the condition of historic buildings and sites was established in Barbados in November 1909, and was involved in collecting any data in existence relative to old forts, ancient buildings, old cemeteries and tombs on plantations. The Land Tax Department maintains a detailed inventory of all the individual properties within the country. Inventories of historic properties were undertaken in 1951 and 1984; the Ministry of Community Development and Culture, World Heritage Task Force retains a refined and updated

property inventory specific to the nominated property; the Barbados Museum and Historical Society maintain a database of archaeological and historic sites using the ExeGesIS Spatial Data Management system, developed by English Heritage; other institutions and agencies also maintain specialized inventories. Addresses where inventories, records and archives are held are listed in the nomination dossier.

Present state of conservation

The buildings and monuments within the nominated property boundaries vary in condition from abandoned and decaying to recently restored. While the more central and commercial zones have been substantially rehabilitated, the decay is more noticeable in the lower income residential areas (e.g. Nelson Street, Cats Castle, and Church Village). The state of preservation of properties in the Bridgetown portion of the nomination is of concern to ICOMOS. The nomination dossier acknowledges that many buildings and areas within the five conservation areas are suffering from inadequate maintenance and neglect often as a result of becoming unused. Within the garrison area one of the main barrack blocks, block B, is neglected.

Active Conservation measures

During the past 10 years, six buildings have been restored or rehabilitated and four more are scheduled to be restored in the near future. The completed ones include the former Town Hall/Vestry, Old Spirit Bond Warehouse, Parliament building and former synagogue. Twelve adaptive reuse projects have been approved by the planning authorities and are in various stages of implementation.

Maintenance

Property owners are responsible for maintenance of the respective properties in their traditional manner. Because of the lack of specific design and maintenance regulations, inappropriate materials and colours have been used. However, in some cases, where conservation work has been carried out by public works or by private initiatives, it has been exemplary.

Effectiveness of conservation measures

ICOMOS considers that the current conservation measures are minimal and this is impacting on the authenticity of the structures. Given the number of buildings and the scale of the problem major capacity building is needed as well as new sources of funds. ICOMOS appreciates the difficulty of achieving these. However what is also needed are measures to promote adaptive re-use rather than re-development.

ICOMOS considers that although several large restoration projects have been completed, the scale of the necessary work needed in the overall nominated area is very considerable with some buildings being

decayed or near collapse and this means that the overall integrity of the nominated area is highly vulnerable.

Management

Management structures and processes, including traditional management processes

Metropolitan Bridgetown is managed directly by the Barbadian parliament through various departments and agencies. It is a documented system that is coordinated and implemented by the State Party itself.

The Ministry of Community Development and Culture has established the special Barbados World Heritage Task Force to manage the nominated property. It is made up of the Barbados National Trust; the Barbados Museum and Historical Society; the Lands and Surveys Department; the Ministry of Tourism; the Natural Heritage Department; the Office of the Attorney-General; the Town and Country Development Planning Office; the University of the West Indies, History Department and Heritage Studies Department. It is assisted by various agencies that have public awareness and education programmes that specifically focus on the preservation and conservation of Barbados' cultural heritage, both tangible and intangible.

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

The Barbados World Heritage Task Force has prepared the Management Plan.

One of the proposals included as part of the Management Plan is the establishment of a National World Heritage Committee, to replace the current Barbados World Heritage Task Force. The Committee will be characterised by multi-sectoral membership, reflecting the diverse public and private sector skills and expertise that are seen to be required for the management of the property.

The purpose of the committee is to facilitate coordination and engagement between key public and private stakeholders to ensure "buy in" of the Plan itself and the proper implementation of the provisions of the Management Plan; to coordinate funding allocated to the Management Plan and to the implementation of initiatives contained therein, promote, implement and coordinate the activities identified in the Management Plan; and to review, evaluate, update and amend the Management Plan.

The Management Plan is said to be a paradigm shift in the Caribbean from the traditional notions of preserving cultural heritage, which typically focuses on built culture. It includes the preservation of intangible heritage such as oral traditions, rituals, language, dance, music, literature and visual arts.

Until the Management Plan is implemented several existing plans provide management of the nominated

property. They are: The Physical Development Plan Amended (2003); The Urban Rehabilitation Plan for Bridgetown, 1999; The Coastal Zone Management Policy, 1998; The Tourism Sustainable Development Plan, 1997; and The National Strategic Plan of Barbados 2006. However these are not necessarily in line with the need to protect the potential Outstanding Universal Value of the property.

It is stated the funds to implement the Management Plan will come through the annual budgets of the individual agencies involved from the 2013-2015 Government budget, subject to approval, from the local private sector and from UNESCO International assistance.

Risk preparedness

Barbados has for more than 40 years established a national emergency management system which, by legislation, comprises government ministries and departments (including the emergency services), the public sector, non-governmental and community based organizations, and regional and international agencies, including the United Nations system.

Involvement of the local communities

The *Barbados World Heritage Task Force* under the guidance of the Ministry of Community Development and Culture has developed and implemented a public awareness and education programme, which caters specifically to educating Barbadians about the nominated property of Historic Bridgetown and its Garrison.

Resources, including staffing levels, expertise and training

Identified organizations with responsibility for the conservation and management of cultural heritage have achieved significant levels of qualification in the fields of architecture, archaeology, city planning, engineering, historical and cultural research, and other related technical fields. Each has fulfilled their training and professional development requirements in both national and international institutions. Details of the key individuals are provided in the Management Plan.

ICOMOS considers that it is not clear what the situation is with crafts people and whether there are the skills required to restore, repair and maintain historic buildings. The State Party is working on a partnership with the University of the West Indies to develop a programme of studies and training in traditional crafts, materials and conservation. It is also negotiating with international institutions in Puerto Rico and the United States for the provision of conservation expertise.

In order for Barbados to create its own pool of specialized conservation craftsmen and professionals, ICOMOS recommends that the State Party establish a national programme of studies and training in traditional crafts, materials and conservation in collaboration with the West Indies University.

Effectiveness of current management

The current management system for the protection and enhancement of Bridgetown's heritage is under the direct responsibility of the State Party; it is well documented, but it is not specific to the nominated property's boundaries, buffer zone or to the attributes of potential Outstanding Universal Value. The Historic Bridgetown and its Garrison Management Plan that was completed in February 2011 will provide, once it is fully implemented, management that is specific for the nominated property.

ICOMOS considers that the current management system needs to be augmented and made more specific through the adoption and implementation of the new Management Plan.

6 Monitoring

Currently, the collation of the records pertaining to the monitoring of heritage conservation interventions in Bridgetown is fragmented, but the institutions where they can be found are identifiable. These include the Archives Department, the Government Information Service, the Barbados Museum and Historical Society, the Ministry of Tourism, the Barbados National Trust, the Ministry of Community Development and Culture, the Ministry of Transport and Works and the Town and Country Development Planning Office (TCDPO). These institutions and agencies gather information that pertains to the current legislation and regulations but it is not specific to the nominated property and its buffer zone.

The State Party proposes that the Barbados World Heritage Committee be the focal point for the monitoring of the nominated property. Various monitoring indicators/ have been suggested and need to be refined and implemented.

ICOMOS considers that the proposed monitoring system needs to be refined and implemented as part of the Management Plan implementation.

7 Conclusions

Historic Bridgetown and its Garrison are two relatively discrete areas linked by Bay Street that curves around Carlisle Bay. The town and the garrison areas have quite different attributes and to a degree represent different aspects of the way Barbados developed.

The town reflects mainly the impetus of trade, and the import and export business of the port and the comparative wealth that this generated. Although Bridgetown was a heterogeneous community that combined to produce a Creole culture, this culture is much more manifest in intangible ways than in what can be seen in the urban streets. The results of hurricanes and fires and more recent development in some areas and

lack of maintenance in others have taken their toll on the historic fabric and its coherence. It is no longer possible to read the way the port used to operate, the Screw Dock is abandoned and awaits conservation and a sustainable use, many of the warehouses need repair, some are derelict and both the small chattel houses and the larger Caribbean Georgian houses are scarce. Although the Parliament building and several of the churches have been well restored they are small islands. Nevertheless what does exist is of huge importance as national symbols and needs to be protected and sustained.

The garrison area by contrast reflects the governance of the island. Many of its barrack buildings are large and the whole garrison was spread out to cover much of the peninsula at the south end of Carlisle Bay. Most of the key barracks buildings have survived, together with the Drill Hall, later the Armoury, the Prison, the cemetery, St Ann's Castle and the Fort. Four of the barrack buildings are now offices or commercial units, and the hospital is now apartments. The former parade ground, around which three of the main barrack blocks are arranged, is now covered by modern warehouses. What has not survived is the naval dockyard, and its site is now part of a Mobil oil depot. The fort has been much compromised by the development of a large Hilton Hotel in whose garden it now sits.

Ranged around the building mentioned are some 90 other buildings that were part of the barracks but they are not all described in the nomination dossier and appear not to be protected. Many of them have been turned into houses or clubs or other uses. Also in between the garrison buildings there has been development of hotels, some houses and an office block. Perhaps more worryingly further quite major development is planned to facilitate the use of the former parade ground for horse racing and other sports in the form of a large Field Stand to create a racino (presumably a racing casino) including bar, restaurant, slot machines and a viewing/hospitality terrace to seat 150 people, and there are proposals for multi-purpose night time lighting. In the buffer zone to the south are extensive tourist developments.

The garrison is said to be the most complete survivor of an English colonial garrison. ICOMOS considers that further comparison are needed to identify more clearly how it relates to other garrisons and why it could be seen as outstanding – whether as the prime example of a garrison in the Caribbean or as the best preserved global example in terms of its architecture.

However ICOMOS is also concerned that the integrity of the garrison is not intact and is under threat from the various proposed developments. The overall garrison is much more than the main barrack blocks and needs to be understood for what it conveys of the overall resources of the garrison and how it functioned. Currently attention has been given to the barrack blocks and with much less attention to the ancillary buildings, to its spatial patterns and to its setting. As many of the

individual buildings have been converted to other uses, it is the outside form of the buildings and their disposition that is left to convey their meaning. Some of the changes already made, and others proposed, would seem to be very difficult to reconcile with the idea of the intactness of the garrison. Of particular concern are proposals for the large stand/covered terrace for the parade ground and the continuing incremental changes to the landscape of the Garrison.

ICOMOS considers that further consideration should be given to exploring the significance of the Garrison and whether more adequate protection and management can be put in place to halt threats to its integrity and to its ability to present the story of Garrison government.

Recommendations with respect to inscription

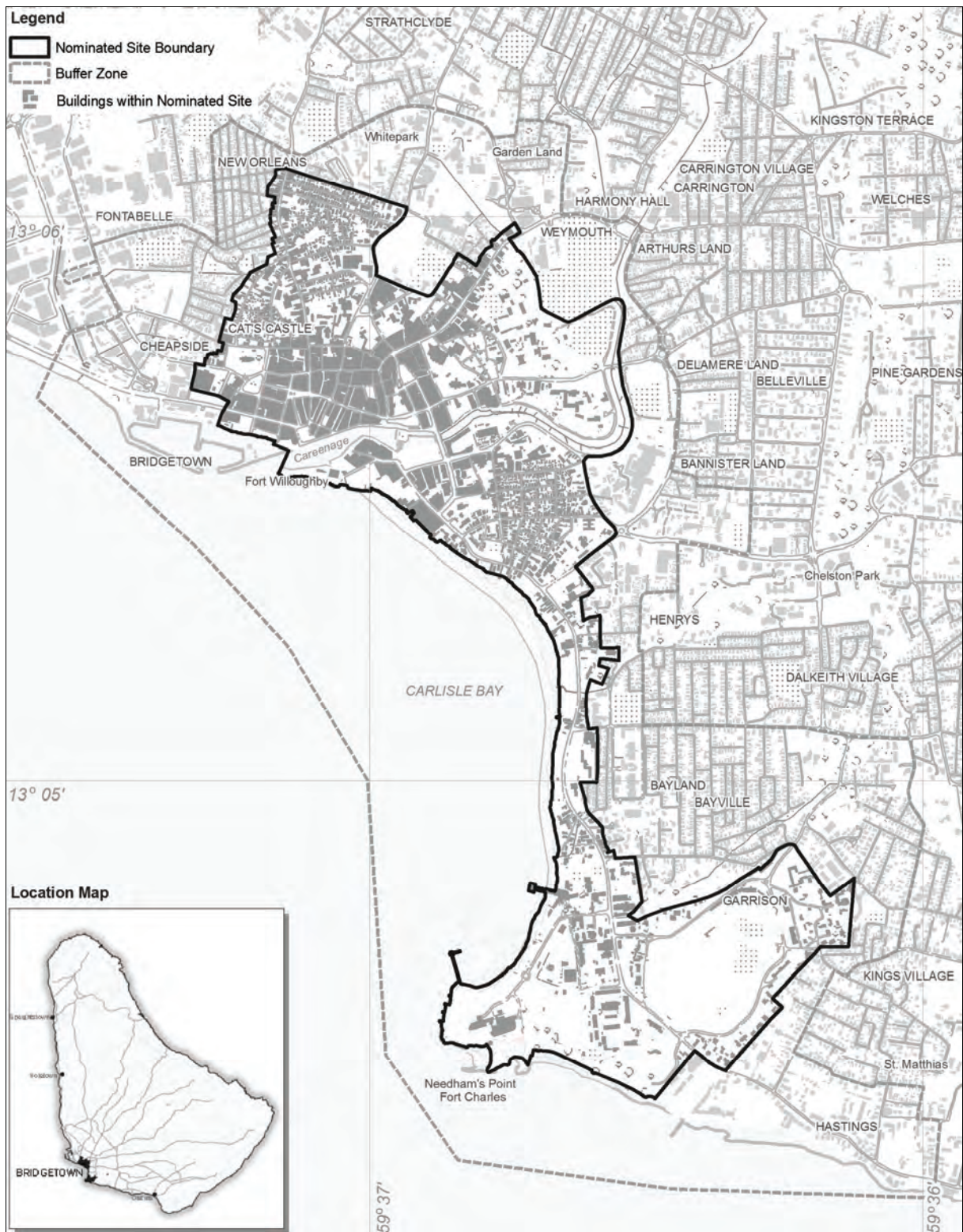
ICOMOS recommends that the examination of the nomination of Historic Bridgetown and its Garrison, Barbados, to the World Heritage List be **deferred** in order to allow the State Party to:

- Further deepen the comparative analysis for the Garrison in order to understand better how it relates to other sites in the Caribbean and to English and British garrisons around the world; and how it might be considered outstanding;
- Consider ways to strengthen protection of all the Garrison's buildings and its overall spatial layout, and to mitigate some of the landscape changes that have already occurred, in order to strengthen and protect its integrity and authenticity;
- Undertake a detailed analysis of the spatial layout of the Garrison and how it has changed over time;
- Depending on the outcome of these, consider nominating a smaller area that encompasses the Garrison alone;
- Adopt and fully implement the new Management Plan.

ICOMOS considers that any revised nomination would need to be considered by an expert mission to the site.

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

- Establish a programme of studies and training in traditional crafts, materials and conservation in collaboration with the West Indies University.



Map showing the revised boundaries of the nominated property



Parliament buildings



Warehouses and Screw Dock at Pier Head



Drill Hall, Stone Barracks and Main Guard, the Garrison



Plantation House - Bay Mansion, Bay Street