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## Paraty (Brazil) No 1308rev

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### Official name as proposed by the State Party

Paraty – Culture and Biodiversity

### Location

States of Rio de Janeiro and São Paulo  
Brazil

### Brief description

The Paraty – Culture and Biodiversity mixed serial nomination consists of five components, located in the states of Rio de Janeiro and São Paulo and between the Serra da Bocaina mountain range and the Atlantic Ocean. Four components are protected natural areas, representing the biodiversity of this particular region and containing cultural assets that testify to the occupation of the area by indigenous inhabitants and, from the 16<sup>th</sup> century onwards, by European settlers and enslaved Africans. The fifth component includes the historic centre of Paraty, one of the best preserved colonial coastal towns in Brazil. It was the terminus point of the *Caminho do Ouro* (Gold Route), along which gold from Minas Gerais was brought to Paraty for shipping to Europe.

### Category of property

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

In terms of the *Operational Guidelines for the Implementation of the World Heritage Convention* (July 2017) paragraph 47, it has been nominated as a *cultural landscape*.

[Note: the property is nominated as a mixed cultural and natural site. IUCN will assess the natural significance, while ICOMOS assesses the cultural significance.]

## 1 Basic data

### Included in the Tentative List

8 January 2004 as “Gold Route in Paraty and its Landscape”

### Background

The World Heritage Committee examined the nomination of Gold Route in Paraty and its Landscape, Brazil, at its 33<sup>rd</sup> Session (Seville, 2009). In its evaluation report dated April 2009, ICOMOS recommended that the examination of the property, nominated under criteria (ii), (iv) and (v), be deferred in order to allow the State Party to explore the possibility of a wider nomination to reflect the overall Gold Route and its associated settlements, buildings, mines and

landscape and the profound impact this route had on the culture, economics and politics of South America and Europe.

The World Heritage Committee adopted the following decision (33 COM 8B.37):

*The World Heritage Committee,*

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

2. *Defers the examination of the nomination of the Gold Route in Paraty and its landscape, Brazil, to the World Heritage List in order to allow the State Party to revise its dimension and denomination as a mixed property, highlighting its exceptional natural and cultural values;*

3. *Considers that any revised nomination with revised boundaries would need to be considered by a mission to the site.*

### Consultations and Technical Evaluation Mission

Desk reviews have been provided by ICOMOS International Scientific Committees, members and independent experts.

An ICOMOS technical evaluation mission visited the property from 9 to 16 September 2018. This mission was conducted jointly with IUCN.

### Additional information received by ICOMOS

A letter from ICOMOS and IUCN was sent to the State Party on 17 October 2018 requesting further information about the rationale for the boundaries of the nominated property, rectification of boundaries in component 5, and clarification about the inclusion of the Ilha Grande Bay in the buffer zone. Additional information was received from the State Party on 13 November 2018 and has been incorporated into the relevant sections of this report.

A joint ICOMOS-IUCN Interim Report was provided to the State Party on 21 December 2018, summarizing the issues identified by the ICOMOS and IUCN World Heritage panels. Further information was requested in the Interim Report, including the description of the nominated property, selection of component parts, boundaries and ecological connectivity between component parts, legal protection, conservation measures, management systems and community involvement.

Additional information was received from the State Party on 28 February 2019 and has been incorporated into the relevant sections of this report.

### Date of ICOMOS approval of this report

13 March 2019

## 2 Description of the property

Note: The nomination dossier and additional information contain detailed descriptions of this property, its history and its state of conservation. Due to limitations on the length of evaluation reports, this report only provides a short summary of the most relevant aspects.

### Description and history

The nominated mixed serial property is located in the states of Rio de Janeiro and São Paulo, Brazil, in the coastal area of Ilha Grande Bay, encompassing a territory located between the Serra da Bocaina mountain range and the Atlantic Ocean. It includes part of the continental and maritime areas and some islands, amongst them Ilha Grande.

The nominated property is made up of five components, which initially were Serra da Bocaina National Park, Ilha Grande State Park, Praia do Sul Biological Reserve, Juatinga Ecological Reserve and the historic centre of Paraty. In November 2018, in response to a request for additional information from ICOMOS and IUCN, the State Party proposed replacing component 4, Juatinga Ecological Reserve, with the continental portion of the Environmental Protection Area of Cairuçu. Additional information dated November 2018 also includes a modification to the boundaries of component 5, the historic centre of Paraty, in order to encompass cultural assets originally situated in the proposed buffer zone.

The first four components, as modified in November 2018, are protected natural areas while the fifth, the historic centre of Paraty, corresponds to the colonial town and its immediate surroundings. Nevertheless, within the protected natural areas there is a wide array of cultural assets, from archaeological sites to living traditional communities that, as a whole, form what has been described by the State Party as a 'cultural system'. As explained in the additional information submitted by the State Party in February 2019, this means a multi-layered network of cultural assets that testifies to the relationship between people and nature over time, producing a range of tangible and intangible heritage. Although in some cases the natural and cultural components are intimately linked, the following description of each of the components of the serial nomination focuses on the cultural aspects:

#### Serra da Bocaina National Park (Component 1)

Within this component, the main cultural asset is a portion of the *Caminho do Ouro* (Gold Route) historic trail, which in colonial times linked the mining region of Minas Gerais to the port of Paraty, where gold was shipped to Europe. The portion included within the boundaries of the National Park is considered the best-preserved section of the paved road and surrounding ruins, amongst them the *Casa do Registro*, where raw gold from the mines was weighed and taxed.

#### Ilha Grande State Park (Component 2)

Ilha Grande State Park protects an important area of the Atlantic Forest. The cultural heritage within this component consists of seafront rocks with polishing and sharpening tools dated to 3,000 years BCE, *sambaquis* (shell middens), graveyards, ancient paths, an old lighthouse, the aqueduct of the Lazareto, a dam and hydroelectric power plant, and two ruins of prisons, along with cobblestone paths from colonial times and several ruins of estates.

#### Praia do Sul Biological Reserve (Component 3)

Several sites related to the occupation of the island by hunter-gatherers in prehistoric times (referred to in the additional information submitted in February 2019 as 'Layer 1') are located within the boundaries of the biological reserve, as is the Caiçara Aventureiro cultural group.

#### Environmental Protection Area of Cairuçu (continental portion) (Component 4)

The landscape of this area includes sea, rocky coastlines, beaches, estuaries, mangroves, water bodies, the Cairuçu massif and an abundance of the Atlantic Forest in different levels of preservation. Amongst the cultural assets located within the boundaries of this component is the archaeological complex of Paraty-Mirim, which played an important role in the 17<sup>th</sup> century as a port for the exchange and trade of goods and slaves. Currently, the site encompasses the ruins of several houses and the church of Nossa Senhora da Conceição.

Several traditional communities whose cultural expressions and ways of life are based on a balanced and respectful relationship with the surrounding natural environment are located within the boundaries of this component, amongst them two indigenous settlements, two Quilombola territories (*quilombos* are small villages formed by enslaved Africans who escaped from plantations or farms), 30 Caiçara traditional communities (whose inhabitants are the result of intermarriages amongst indigenous inhabitants, Europeans and Africans), and more than 30 traditional rural communities. Traditional communities have been responsible for the conservation and shaping of the local ecosystems over time.

#### Historic Centre of Paraty (Component 5)

After the modification of the boundaries of the historic centre of Paraty proposed by the State Party in November 2018, this component is composed of two non-contiguous areas: the historic centre of Paraty (5a); and the Morro da Vila Velha (5b).

The historic centre of Paraty (5a) is located in the lower part of the Serra da Bocaina, in a fluvial-marine plain. The urban layout is based on a reticulated scheme adapted to the functions of the port and commercial station. The constant flows of the tides penetrate into the town, transforming the stone paved streets into a network of conduits. Most of the colonial buildings date from the second half of the 18<sup>th</sup> century and the early 19<sup>th</sup> century.

The historic centre houses four squares, located peripherally and facing either the sea or the river. The main one is Praça da Matriz, which constituted the colonial civic centre with its concentration of government buildings and churches.

Component 5b is the Morro da Vila Velha, a hill some 56m high, considered an important element in the nominated property's cultural system since it testifies to different periods of occupation. It includes archaeological sites, *sambaquis* (middens), the location of the first settlement in the mid-16<sup>th</sup> century, and the Defensor Perpétuo Fort, built in the 18<sup>th</sup> century on top of the hill, nowadays with some remnants of barracks, trenches, cannons and a gunpowder house.

The five components are surrounded by a single buffer zone whose boundaries align with the existing buffer zones of these protected areas.

The following paragraphs summarize the human occupation of the property over time, based on information provided in the nomination dossier and additional information submitted by the State Party in November 2018 and February 2019.

The first human settlers to inhabit the area of the Ilha Grande Bay were hunter-gatherers; the archaeological findings, amongst them worked lithic material and *sambaquis*, are estimated to date from between 3,000 and 2,500 years BCE to 4,000 years BCE. These peoples were succeeded by Tupi-Guarani-speaking ceramist peoples coming from the central Amazonian region. These Tupi-Guarani groups were extremely ethnically diverse; there were no political units larger than the village, but the groups maintained close relations through exchanges, alliances and hostilities.

The State Party provided in the additional information of February 2019 a clear sequence of the history of human occupation and the patterns of organization and settlement of indigenous communities since before the arrival of Europeans. It refers to the different types of existing archaeological record that reflects this process. It also explains the close relationship of the Tupi-Guarani language communities with the Atlantic Forest, and the way in which the human action of these groups has contributed to the formation of the ecosystems. Since the mid-twentieth century and especially after the 1988 Constitution, some Guarani communities have returned to some areas of the Atlantic Forest of Ilha Grande Bay which are currently nominated. It also makes reference to the patterns of settlement and organization forms of other traditional groups that inhabit those areas: the Caiçaras, the heirs of the indigenous culture with specific organization forms and cultural dynamics closely related to the use of land and artisanal fishing; and the Quilombolas groups, the descendants of the Africans enslaved during the Colonial period, which have created their own cultural patterns in the context of the Atlantic Forest's landscape.

The Guarani territory, both in its current and historical configurations, coincides with the boundaries of the Atlantic Forest Biome. In other areas of Brazil, the devastation of the Atlantic Forest due to colonization processes has coincided with the deterioration of the quality of life of the Guarani, who depend on their resources to maintain their way of life and for the transmission of their ancestral knowledge. The way in which the Guarani currently occupy the Atlantic Forest implies a high level of management, also great knowledge and mastery of the different ecosystems and Forest formations. Likewise, as demonstrated in the Amazon Basin, the formation of ecosystems owes much to the human action of indigenous groups. The installation of the Guarani groups along the coast is closely linked to the prophetic vision of their shamans who seek the "Earth without Evil". Most of the Guarani villages are found today in the Serra da Bocaina mountain range, since it is the region in which the largest continuous strips of Atlantic Forest in Brazil are still preserved.

During the first years of the Portuguese colonization of Brazil, Ilha Grande Bay was an important coastal hub, providing a connection with the interior of the continent. The first Portuguese settlement was located at the top of Morro da Vila Velha, although the present town started to develop in 1646 on the plains between the Perequê-Açu and Patitiba rivers. Throughout the 17<sup>th</sup> century, adventurers in search of indigenous slaves penetrated, populated and transformed this territory.

With the discovery of gold in the region later known as Minas Gerais, the network of indigenous tracks linking this region with the Ilha Grande Bay became extremely important. The old indigenous trail was the first track adopted by thousands of Portuguese and Brazilians seeking the newly discovered mines, making Paraty, in the early 18<sup>th</sup> century, an obligatory passage for the arrival of goods and enslaved persons to meet the demands of the miners. The extracted gold was transported down the same track, and the first shipment of gold to Portugal took place in 1697.

The small town of Paraty was transformed into an important warehousing and exportation port, favoured by its isolation and the numerous inlets and hidden harbours (such as Paraty-Mirim). Although the 'New Way' connecting Rio de Janeiro to Ouro Preto was built in the early 18<sup>th</sup> century, the Guaianá trail remained the most accessible route to the mines. With the aim of increasing control over the circulation of gold, in 1702 the Crown made the former trail the sole route for the flow of gold from Minas Gerais; in 1704 the smelting house was transferred to Paraty. In 1710, however, with the completion of the New Way, the Paraty smelting house and the trail were closed.

Despite this fact, Paraty had become an important port for goods that were sent to Minas Gerais. However, as the New Way was still somewhat hazardous, the 'Old Way' was reopened in 1715 to transport goods. This reopening

meant the start of urban development in Paraty that would last for the next 150 years.

In contrast to the development of agricultural and industrial society in Brazil in the mid-19<sup>th</sup> century, Paraty experienced economic stagnation and relative isolation; its economic activities centred on agriculture and some commercial exchanges, mainly of its *cachaça* production and its banana cultivation. The town's population fell drastically and financial resources migrated to other regions and better prospects, leaving its single-storey houses and townhouses to a process of decay. Contingents of slaves and marginal populations of the old regime occupied the decaying and abandoned farms, forming the matrix of the former slave families' nuclei, the Quilombolas, who complete the cultural wealth of the region.

The economic stagnation of the 19<sup>th</sup> and 20<sup>th</sup> centuries was crucial to the survival of Paraty's urban and architectural features. In the mid-20<sup>th</sup> century, the process of protecting and conserving the area as cultural heritage was begun, first by a state decree, second by a federal decree of recognition as a National Monument, and finally by the National Institute of Historic and Artistic Heritage (IPHAN), which listed the site as Historic Heritage. The creation of several environmental protection areas, such as the Serra da Bocaina National Park (1971), Cairuçu Environmental Protection Area (1992) and Juatinga Ecological Reserve (1983), amongst others, contributes to the maintenance of the boundaries between nature and human activities, thus preserving Paraty's landscape.

### **Boundaries**

After the reconfiguration of the boundaries proposed by the State Party in November 2018 at the request of ICOMOS, the area of the five components of the serial nomination totals 204,634 ha, with a single buffer zone totalling 258,921 ha.

The boundaries of the components of the serial nomination have been established according to existing protective instruments for each of them. In November 2018, the State Party proposed to include in component 5 two non-contiguous sub-components: the historic centre of Paraty (5a) and Morro da Vila Velha (5b). The boundaries of the historic centre (5a) have been modified in relation to the original nomination dossier in order to ensure concordance with the existing streets and to include other items related to the component's landscape: a small preserved mangrove, part of the Perequê-Açu River, and a marine area. The boundaries of Morro da Vila Velha (5b) have been drawn to encompass the hill where the Defensor Perpétuo Fort and part of the landscape that surrounds the historic centre are located.

The replacement of the original component 4 (Juatinga Ecological Reserve) with the continental portion of Cairuçu Environmental Protected Area, as proposed in November 2018, allows the archaeological site of Paraty-Mirim to be included within the nominated property, together with traditional indigenous, Quilombola and

Caiçara communities. The nominated property now includes several traditional communities – indigenous communities, quilombolas and caiçaras – whose cultural expressions and traditional ways of life based on a balanced and respectful relationship with the surrounding natural environment are an important attribute contributing to the Outstanding Universal Value of the mixed property. Within this protected area's continental portion there are 28 Caiçaras communities, 2 Quilombola Territories, 2 Indigenous Lands and more than 20 traditional rural communities. These communities are guardians of ways of life that have a direct relationship with natural resources, and traditional communities have been responsible for the conservation and the actual shaping of ecosystems for hundreds of years. They are true guardians of the forest. It reinforces the rationale for the boundaries of the nominated property in relation to its cultural dimension.

Another important item of the cultural system, a portion of the Gold Route, is encompassed within the boundaries of Serra da Bocaina National Park. Archaeological sites and traditional communities are also included within the boundaries of the other components.

Since the five components are quite close together, a single buffer zone encompassing them all has been proposed. Its boundaries correspond to the existing buffer zones legally established for the protected areas. According to the State Party, this ensures a high level of legal protection for the buffer zone.

ICOMOS considers that the reconfiguration of the boundaries of the nominated components proposed in November 2018, especially concerning components 4 and 5, allows a more appropriate inclusion of cultural attributes that could contribute to the proposed Outstanding Universal Value of the nominated property. ICOMOS considers that the boundaries of the components of the mixed serial nomination and of the buffer zone are adequate.

### **State of conservation**

The historic centre of Paraty is an early example of conservation at the national level in the Brazilian context, since it was declared a Historic Monument of the State of Rio de Janeiro in 1945 and similarly declared by IPHAN in 1958. Ever since, conservation measures and actions have been carried out.

Based on the information provided by the State Party and the observations of the ICOMOS technical evaluation mission, ICOMOS considers that the state of conservation of the historic centre of Paraty, the portion of the Gold Route included in Serra da Bocaina National Park, and the Defensor Perpétuo Fort is very good. The actions carried out by IPHAN in the historic centre of Paraty for more than half a century are evident in the good state of conservation of the public spaces and buildings. Conservation and restoration works have been completed according to appropriate principles, with respect for the historic centre's urban and architectural values.

The archaeological site of Paraty-Mirim is the object of a specific project and still offers huge potential for research. In relation to the traditional communities in the nominated property, ICOMOS observes that they are highly determined to preserve their traditional lifestyles by using nature sustainably, retaining their language in the case of the Guaranis, producing their crafts and work elements (such as canoes and traditional paddles in the case of Caiçaras), maintaining their gastronomy and traditional milling methods, and celebrating their festivals, music and dance. They also keep their traditional subsistence practices such as small-scale fishing, and continue their close and respectful relationship with nature, innovating in agroforestry.

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

Based on the information provided by the State Party and the observations of the ICOMOS technical evaluation mission, ICOMOS considers that the main factors affecting the nominated property are development pressures including tourism, environmental pressures and natural disasters.

Amongst the development pressures, the construction of Highway BR-101 has changed the economy of the area by introducing real-estate speculation and predatory tourism, demand for the creation of new developments and growth of urban infrastructure. These factors exert pressure on the cultural and natural landscape and on traditional communities. The intensification of tourism has produced an increase in the non-resident population. A set of corrective measures aims at controlling these pressures.

The rural population's attraction to the town of Paraty is a factor affecting the continuity of knowledge and practice in the traditional communities, especially when young people find few incentives to remain in their settlements. Another factor that might affect the nominated property negatively is the possibility of the airfield at Paraty being released for redevelopment. Studies on this issue are being carried out by relevant local agencies. ICOMOS recommends that the State Party carefully analyse the potential impact that the assignment of new uses for the current airfield in Paraty could have in case the land is released.

Regarding environmental pressures, global climate change and the increasing climatic instability make natural and human systems more vulnerable; Paraty is one of the Brazilian municipalities with a high degree of environmental vulnerability.

Wastewater and sewage systems are amongst the nominated property's main challenges. Water pollution can be observed at the mangrove area next to the historic centre of Paraty, entering the streets during high tides. The local government has started implementing a sewage remediation project for the whole area, including urban, coastal and rural areas, as well as some islands. Another factor affecting the nominated property is garbage collection, mainly on islands such as Ilha Grande. The

local governments of Paraty and Angra dos Reis are developing suitable collection and treatment systems.

The activities of the port of Angra dos Reis and the Verolme shipyard generate a constant marine traffic. Such traffic is rigorously controlled, with authorized lanes and systems of environmental control and disaster prevention. Nevertheless, the presence of large vessels, anchored or in transit, alters the environmental quality and the aesthetics of the landscape. Industrial fishing is another factor with negative consequences for fish species and the small-scale fishing practiced by Caiçara communities. This industrial-scale fishing is forbidden in the management plans of the protected areas, and authorities enforce strict controls.

Regarding natural disasters, as is the situation with other municipalities located in the mountainous sector of the State of Rio de Janeiro, the nominated property is vulnerable to landslides, especially during rainy seasons. To prevent these disasters, a National Policy for Civil Protection and Defense was established in 2012, providing principles and instruments for the implementation of disaster risk management.

### **3 Proposed justification for inscription**

#### **Proposed justification**

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

- The geographical conditions of the area, between the tall mountains and the sea, covered with tropical forests, offering fruit, firewood and animal protein, encouraged its occupation by indigenous peoples, whose testimonies are represented by numerous archaeological sites and material remains.
- After the European occupation, the area became a safe refuge for ships and the main point of entry into the hinterland. Paraty became the most important export route of the newly discovered gold at the end of the 17<sup>th</sup> century and served as a gateway for the entry of tools, as well as enslaved Africans to work in the mines.
- The historic centre of Paraty constitutes an exceptional colonial urban settlement, presenting an architectural complex predominantly from the second half of the 18<sup>th</sup> century and early 19<sup>th</sup> century, with several other elements around it that contribute to understanding the built heritage of the territory, such as farms, mills, fortifications, pavements, *sambaquis*, caves and underground or submerged structures.
- The need to defend the Gold Route and the port led to the implementation of a sophisticated fortification system; the Defensor Perpétuo Fort is the last preserved remnant of this period.
- The property retains traditional Quilombola, Guarani and Caiçara communities that maintain their ways of life and the production systems of their ancestors, as

well as most of their relationships, rites and festivals, whose tangible and intangible elements contribute to the characteristics of the cultural system.

- The property constitutes a landscape that European scientists of the 19<sup>th</sup> century valued and praised for its myriad unique species of flora and fauna that they began to classify.

### Comparative analysis

The comments below focus on the cultural aspects of the nominated mixed serial property, although some mentions of the natural features are included. The comparative analysis is presented by the State Party in several sections: comparisons with other World Heritage properties on the basis of the natural attributes; comparisons with other World Heritage mixed properties in Latin America and the Caribbean; comparisons with other World Heritage properties in the same region on the basis of the proposed criteria for inscription; and a mention of other World Heritage mixed properties in other regions.

No comparisons are provided with properties bearing similar attributes and values but not inscribed on the World Heritage List, or with properties on the Tentative lists.

The nominated property is compared with five mixed World Heritage properties located in Latin America and the Caribbean, including Blue and John Crow Mountains (Jamaica, 2015, criteria (iii), (vi) and (x)).

The State Party considers that there are some similarities with Blue and John Crow Mountains, since it is a mixed property where there is currently a Quilombola population living within its boundaries. However, the nominated property has indigenous populations and Caiçaras in addition to traditional populations of Quilombolas, all three guarding a culture strongly related to nature.

A third section of the comparative analysis focuses on the proposed criteria for inscription, highlighting human coexistence with the land and the natural surroundings, human interactions, and cultural coexistence, spirituality and creative expression as expressed through the traditional communities' ways of doing and living, as well as through rituals, processions and religious festivals.

In a fourth section, the State Party compares the nominated property with other World Heritage port cities and trading posts located in Latin America and the Caribbean. All were settled in strategic locations and served as entrepôts for European trade routes connecting to the interior of the colonies. Only in Paraty is a large portion of this route preserved.

In a final part of the comparative analysis, the State Party makes reference to the other 30 mixed properties inscribed on the World Heritage List as of 2017. The State Party considers that no other inscribed property includes three different traditional ethnicities, high biological diversity with a high degree of endemism, a lush

landscape, inclusion of a mountain range and coastal and marine areas, and the presence of an occupied historic town. It further observes that Paraty – Culture and Biodiversity would be the first mixed property in Latin America and the Caribbean.

ICOMOS considers that, in general, the methodology for the comparative analysis is adequate, although the comparisons with some mixed properties in Latin America and the Caribbean do not seem relevant on the basis of substantial differences in their cultural components. ICOMOS also notes that the comparative analysis is, unfortunately, limited to properties inscribed on the World Heritage List. Nevertheless, the comparisons with the nominated property are, from a cultural point of view, adequate and contribute to the determination of its exceptionality.

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

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### Criteria under which inscription is proposed

The mixed serial property is nominated under cultural criteria (ii), (v) and (vi) and under natural criteria (vii) and (x). The comments below relate to the justification of the cultural criteria.

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 this is a territory where intense human and commercial exchanges were performed over time; the nominated property remains today as a representative example of the history of occupation, exploitation and development within the pre- and post-colonial history of the Americas. The interactions amongst the indigenous, European and African peoples have been perpetuated, with both tangible and intangible expressions.

ICOMOS considers that, although the territory of the nominated serial property has been inhabited by indigenous peoples and, later, by Europeans and Africans, and that the present landscape is the result of the interactions amongst those communities, an interchange of human values is not evident in developments in architecture or technology, monumental arts, town-planning or landscape design. In addition, the interchange of human values outside the boundaries of the nominated property itself has not been fully demonstrated.

ICOMOS considers that criterion (ii) has not been justified.

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

This criterion is justified by the State Party on the grounds that human groups have lived in interaction with the landscape and have exploited the natural land and water resources that characterize the region and frame the built territory. The traditional communities of Paraty based their cultures on activities related to the use of the land and the sea; traditional fishing activity is still intense, especially in the Caiçara communities and around the historic centre of Paraty. Traditional practices for producing cassava flour and *cachaça* from sugar cane remain in existing flour mills in some Caiçara and Quilombola communities and in the preserved alembics in the remaining estates, whose products are recognized internationally for their quality.

About five centuries of human occupation and interaction with the natural resources have shaped this landscape, producing settlements and giving cultural significance to natural features, evolving but keeping the most important natural elements. The Serra da Bocaina and most of the islands of the Bay are still covered with rainforest, and traditional communities are situated for the most part in harmony with the environment. Global climate change, tourism development and the recurrence and severity of natural disasters make Paraty and its surroundings an area of high vulnerability.

ICOMOS considers that the State Party has provided sufficient information in the additional documentation on the relationship between people and nature in the nominated property and how traditional land and sea uses have survived. It has explained the close relationship of the Tupi-Guarani language communities with the Atlantic Forest, and the way in which the human action of these groups has contributed to the formation of the ecosystems. It also made reference to the patterns of settlement and organization forms of other traditional groups that inhabit those areas: the Caiçaras, the heirs of the indigenous culture with specific organization forms and cultural dynamics closely related to the use of land and artisanal fishing; and the Quilombolas groups, the descendants of the Africans enslaved during the Colonial period, which have created their own cultural patterns in the context of the Atlantic Forest's landscape.

ICOMOS considers that criterion (v) has been demonstrated.

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

This criterion is justified by the State Party on the grounds that the nominated property has been a source of inspiration for writers, scientists and artists. Contacts between Europeans and indigenous peoples have

influenced European thought, the evidence of which is present in several Brazilian and foreign publications, and could have contributed to the concept of the 'noble savage' in European – especially French – thinking.

ICOMOS considers that the occupation of the Americas by Europeans since the end of the 15<sup>th</sup> century has resulted in their exposure to completely different natural environments and local populations. This contact contributed to their study and knowledge of nature, to their discovery of hitherto unknown products, and to their development of a collective image that fed literature, science and art. What remains undemonstrated in the justification proposed by the State Party is, with some very specific exceptions, the extent to which the literary and artistic works mentioned are focused on or specific to the nominated property.

ICOMOS thus considers that criterion (vi) has not been demonstrated.

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ICOMOS considers that the nominated property meets criterion (v), but that criteria (ii) and (vi) have not been demonstrated.

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## **Integrity and authenticity**

### **Integrity**

Integrity is a measure of the completeness or intactness of the attributes needed to demonstrate the Outstanding Universal Value proposed by the State Party. For each individual component in a serial nomination, integrity also relates to their completeness and coherence in relation to their ability to contribute to the proposed Outstanding Universal Value. In the case of a cultural landscape, the processes, relationships and dynamic functions essential to its distinctive character must also be maintained and in a robust state. And finally, the nominated property must not suffer from the adverse effects of development or neglect.

This is a complex nomination of a mixed property where four of its five components are predominantly natural areas, although containing some cultural assets within their boundaries. With specific regard to the cultural component, ICOMOS notes that the revised composition of component 5 proposed in November 2018 ensures that both the historic centre of Paraty (5a) and the Morro da Vila Velha (5b) are included in the nomination. ICOMOS also notes that the archaeological site of Paraty-Mirim is also included in the nomination as it was amended by the State Party in November 2018, included in component 4 (the continental portion of the Environmental Protection Area of Cairuçu).

Other important components, such as the portion of the Gold Route, archaeological sites testifying to different stages of occupation of the region and traditional indigenous, Caiçara and Quilombola communities, are included within the boundaries of the four primarily natural components.

ICOMOS requested in its Interim Report clarification as regards the rationale for the selection of individual component parts in relation to cultural elements. Additional information provided by the State Party in February 2019 explains that protected areas have been used as a territorial basis for the delineation of the boundaries of the nominated property associated with elements of the cultural system that reflect the different periods of occupation of the land. The replacement of the original component 4 (Juatinga Ecological Reserve) with the continental portion of Cairuçú Environmental Protected Area, allows the archaeological site of Paraty-Mirim to be included within the nominated property, together with traditional indigenous, Quilombola and Caiçara communities, which were previously located in the buffer zone.

ICOMOS considers that the cultural elements contained in the nominated components represent the cultural system of the Ilha Grande Bay. As for the specifically cultural component, ICOMOS considers that the historic centre of Paraty (5a) and the Morro da Vila Velha (5b) include the necessary attributes to convey their contribution to the proposed Outstanding Universal Value of the nominated property, and are adequately protected.

ICOMOS considers that, from a cultural heritage perspective, the requirements of integrity have been met.

ICOMOS considers that the integrity of the whole series has been demonstrated; and that the integrity of the individual components that comprise the series has been demonstrated.

#### Authenticity

In the framework of the serial property, the historic centre of Paraty (5a) and the Morro da Vila Velha (5b) are primarily cultural elements, which preserve a high degree of authenticity.

The historic centre of Paraty has kept its original layout and, in general, exhibits a high degree of authenticity of form, design, materials and substance. Although the town has experienced expansion over time, the authenticity of its setting can also be considered acceptable, especially in relation to the sea and the surrounding mountainous landscape. The authenticity of functions is also acceptable: the town continues to be the 'living centre' for local communities, although some buildings currently have tourism-related uses.

Other cultural assets, such as the Defensor Perpétuo Fort and the portion of the Gold Route, also have a high degree of authenticity of form, design, materials, substance and setting. The current use of the fort as a museum is logical, since its original function has long since disappeared.

The authenticity of the traditional communities' settlements is quite remarkable, where indigenous, Caiçara and Quilombola groups maintain their traditional practices and ways of life.

ICOMOS considers that the conditions of authenticity of the cultural components of the serial property have been met. Tourism could have an impact that would require appropriate control through protection and management mechanisms.

ICOMOS considers that the authenticity of the whole series has been demonstrated; and that the authenticity of the individual components that comprise the series has been demonstrated.

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In conclusion, ICOMOS considers that, as regards the cultural components of the serial nomination, the integrity of the whole series has been demonstrated, and that the integrity of the individual components that comprise the series has been demonstrated; and that the authenticity of the whole series and of the individual components has been demonstrated.

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#### Evaluation of the proposed justification for inscription

ICOMOS considers that, with regard to this nominated mixed serial property's cultural aspects, the comparative analysis justifies consideration for the World Heritage List. In terms of cultural criteria, the nominated property meets criterion (v), but criteria (ii) and (vi) have not been demonstrated.

The requirements of integrity with regard to the cultural components and elements have been met. The requirements of authenticity have been met.

#### Attributes

The main cultural attributes of the nominated serial property include the historic centre of Paraty; the Morro da Vila Velha, including the Defensor Perpétuo Fort; the archaeological site of Paraty-Mirim; the portion of the Gold Route included in Serra da Bocaina National Park; the archaeological sites included in several components of the nominated property that testify to various stages of the occupation of the territory by indigenous groups; the traditional communities of indigenous, Caiçara and Quilombola groups that testify to their occupation of the region, to the preservation of their relationships with nature and to their traditional practices; and the intangible cultural heritage corresponding to those groups represented by, amongst other expressions, traditional practices, music and other artistic manifestations, and gastronomy.

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ICOMOS considers that the cultural attributes, and the relationship between them constituting a cultural system, contribute to the proposed Outstanding Universal Value of the nominated property.

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## 4 Conservation measures and monitoring

### Conservation measures

Active conservation measures regarding the cultural components and elements of the nominated property have, in general, been carried out or supervised by the National Institute of Historic and Artistic Heritage (IPHAN). The good state of conservation of the historic centre of Paraty, the Defensor Perpétuo Fort and the surviving portion of the Gold Route confirms that appropriate conservation and maintenance measures are being implemented.

One of the main problems in the historic centre of Paraty is related to the wastewater treatment and sewage system. Additional information provided by the State Party in February 2019 reports that the Municipality of Paraty has drafted an executive project for basic sanitation and the treatment of sewage. The installation of the sewage system includes investigative archaeological projects and will be integrated into an urban renewal project for the centre; completion of the system is expected by 2022. All works will be carried out according to guidelines prepared by IPHAN. In addition, according to the additional information submitted in February 2019, a risk management plan will be included in the Management plan of the property.

### Monitoring

The State Party has proposed a series of key conservation indicators to monitor the cultural components of the nominated property. These include the condition of the buildings and public sidewalks in the historic centre; the condition of the Gold Route and the fortification system; and the maintenance and appreciation of the traditional cultural expressions. For each of the cultural elements, the State Party identifies indicators for their state of conservation, periodicity of inspection and location of records. Monitoring activities will be carried out primarily by IPHAN. The State Party adequately reports on monitoring procedures, administrative arrangements and previous monitoring exercises.

ICOMOS considers that the key indicators are clearly related to the attributes that, from a cultural perspective, contribute to the proposed Outstanding Universal Value of the nominated mixed serial property, and that the proposed administrative arrangements are adequate. Other indicators related to the potential threats identified in the relevant section of this report could be added for a more comprehensive monitoring of the nominated property.

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ICOMOS considers that the monitoring system proposed by the State Party is adequate but additional key indicators related to potential threats to the nominated property could be added.

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## 5 Protection and management

### Documentation

The nomination dossier includes an extensive list of documents and inventories related to the nominated property. These records are kept at the headquarters of IPHAN in the Ministry of Culture, Brasília, and in the Municipality of Paraty government offices.

### Legal protection

The cultural components and elements of the nominated mixed serial property are protected by a set of legal instruments from the three levels of government. The first legal protection for the historic centre of Paraty was State Law-Decree n° 1.450, dated 18 September 1945, which designated Paraty a Historic Monument of the State of Rio de Janeiro. The decree placed the traditional urban and architectonic ensemble of Paraty under the supervision of IPHAN. A large number of legal instruments related to archaeological and prehistoric monuments (including the Paraty-Mirim archaeological site), environmental protection areas, indigenous reserves, traditional population protected areas, state decrees and municipal laws have been put in place.

The nomination dossier includes detailed information on these norms and other instruments, which verify that the legal protection for the cultural components of the serial nomination is adequate.

### Management system

The primary organization responsible for the conservation and management of the cultural components of the mixed serial nomination is IPHAN, which has a local office in Paraty.

Each component part of the serial property has its own management system. In addition, the nomination dossier includes a proposed management plan for the entire nominated property whose objectives, mission, vision and management structure can be considered adequate. However, the plan is in the process of elaboration and is not yet operational.

Additional information provided by the State Party in February 2019 provides details on the elaboration of the management plan: it will contain the programs, plans, projects and actions necessary to preserve the proposed Outstanding Universal Value and the attributes that assure the integrity, authenticity and sustainable development of the nominated property, and of the communities involved. The State Party began preparing the plan in March 2018. Different steps have since been undertaken, and the 'Management Plan and Responsibilities Matrix' is expected to be completed by May 2019. ICOMOS recommends that the 'Management Plan and Responsibilities Matrix' be submitted to the World Heritage Centre and ICOMOS when finalized.

### **Visitor management**

The nominated property is located in the region known as Costa Verde, one of the main tourist destinations in the State of Rio de Janeiro. Beaches, islands and waterfalls, as well as ecotourism and water sports, are the main tourist attractions, attracting thousands of visitors each year. In addition to these nature-based attractions, historic and architectural elements and cultural events also draw a large number of visitors to the region, especially to Paraty. The tourism infrastructure in the area – and in Paraty in particular – is adequate. Several programmes and plans exist to deal with the promotion and management of tourism in the area.

Paraty's Touristic Inventory was developed in 2010 by the Ministry of Tourism with the support of the local government, the Tourism Municipal Council and other organizations. Its goal is to assist with appropriate legislation and to gather tourism information for Paraty in an inventory that will serve as a basis for investment in, and planning for, the development of tourism activities in the region.

The management plan included in the nomination dossier envisages, amongst its goals, establishing strategies and guidelines for the sustainable conservation of the mixed serial property. Public use is included amongst the envisaged sectorial plans. However, this plan is currently under elaboration and is not yet operational.

Taking into account that tourism pressure could increase after an inscription on the World Heritage List, ICOMOS considers that a specific tourism strategy oriented to conserving the attributes that convey the proposed Outstanding Universal Value, authenticity and integrity of the nominated property, while also guaranteeing its sustainability, should be elaborated and implemented within the framework of the managerial provisions.

### **Community involvement**

Traditional communities, including the indigenous, Caiçara and Quilombola groups, are a fundamental and distinctive part of the population of the nominated property, and their settlements, traditional practices and tangible and intangible cultural heritage are mentioned amongst the cultural assets that make up the nomination.

Nonetheless, the nomination dossier includes little information on their participation in the process of elaborating the nomination dossier, including their informed and prior consent, nor are clear benefits from an inscription on the World Heritage List proposed. Little information is also provided in the nomination dossier on their participation in the management system. Additional information provided by the State Party in February 2019 states that the participation of the traditional communities - all three ethnic groups (indigenous, caiçara and quilombola people) - in the process of construction of the nomination and in the elaboration of the Management Plan is achieved by the representativeness of leaderships constituted and chosen by the specific groups. Another result of participatory management is the elaboration of

the free prior informed consent for the Itaxi Mirim (Parati Mirim) Indigenous Village, published in December 2018. It mentions as well that the Forum of Traditional Communities (Guaranis, Quilombolas and Caiçaras) participates at the Technical Committee level in the elaboration of the management plan, and will integrate with the Advisory Council for the management of the nominated property.

### **Evaluation of the effectiveness of the protection and management of the nominated property**

The protection system can be considered adequate, since it encompasses a set of legal provisions at the federal, state and local levels. The norms established and implemented by IPHAN guarantee the adequate conservation of the tangible cultural heritage.

A management plan, especially directed at cultural components of the serial property, is under elaboration, and its completion is expected by May 2019. Although the general framework of the plan appears adequate, more specific provisions on tourism and risk management should be incorporated.

Although the participation of traditional communities, through the forum that brings together the relevant groups, is envisaged for the elaboration of the management plan and for the management of the property, their participation during the nomination process has apparently been weak, and no clear benefits to them from an inscription on the World Heritage List have been specified.

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ICOMOS considers that the management system for the overall serial property is adequate. The management plan, including visitor and risk management strategies, should be completed and implemented, and the effective participation of the traditional population in the management of the property should be confirmed.

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## **6 Conclusion**

The mixed serial nomination includes five components, four of which are protected natural areas that encompass part of the Atlantic Forest as well as some cultural assets, and a cultural component that includes the historic centre of the town of Paraty and the Morro da Vila Velha. The region has been inhabited since prehistoric times by indigenous groups who established close links with the natural environment and resources; several archaeological sites testify to this long period of occupation.

The nominated mixed serial property, as a whole, can be understood as illustrating an exceptional interaction between people and nature over a long period of time, where cultural testimonies include a well-preserved historic centre and fortification, a range of archaeological sites, a portion of the ancient Gold Route, and living communities that keep their ancestral relationship with the

landscape, all forming a cultural system with a close relationship to the environment. In this framework, the nominated property has the capacity to demonstrate an exceptional example of land and sea use and human interaction with the environment.

The requirements of integrity have been met. The requirements of authenticity of the cultural components are acceptable, and their state of conservation is good. Protection and conservation of cultural elements are conducted mainly by the National Institute of Historic and Artistic Heritage (IPHAN).

Although each of the components has its own management plan, there are some weaknesses related to the overall management of the cultural components and assets. The State Party has started the elaboration of an overall management plan for the nominated property, the first results of which are expected by May 2019. ICOMOS considers that the outline and methodology for this management plan are adequate, but more attention needs to be paid to risk and tourism management. Tourism could become a stronger pressure and therefore an increased risk amongst those produced by natural and human causes, and while tourism has been adequately identified and partially dealt with by the State Party, the management plan should include a section devoted to this important factor.

ICOMOS finds some gaps in relation to the active participation of traditional communities in the management of the nominated property. Although the management plan envisages their participation through the Forum of Traditional Communities, it is not yet evident how the traditional communities will participate in the management system and procedures, nor how they will benefit from the nominated property's inscription on the World Heritage List.

## 7 Recommendations

ICOMOS recommends that the World Heritage Committee adopts the following draft decision, noting that this will be harmonized as appropriate with the recommendations of IUCN regarding their evaluation of this mixed site nomination under the natural criteria and included in the working document WHC/19/43.COM/8B.

### Recommendations with respect to inscription

ICOMOS recommends that Paraty – Culture and Biodiversity, Brazil, be inscribed as a cultural landscape on the World Heritage List on the basis of **criterion (v)**.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

The mixed serial property Paraty – Culture and Biodiversity consists of five components, surrounded by a single buffer zone, located in the states of Rio de Janeiro and São Paulo and between the Serra da Bocaina mountain range and the Atlantic Ocean. The four

components consisting of protected natural areas represent the biodiversity of this particular region, and also contain cultural assets that testify to the occupation of the area by indigenous inhabitants and, from the 16<sup>th</sup> century onwards, by European settlers and enslaved Africans. The main cultural components are the historic centre of Paraty, one of the best preserved colonial coastal towns in Brazil; Morro da Vila Velha, where the archaeological remains of Defensor Perpétuo Fort are found; a portion of the *Caminho do Ouro* (Gold Route) located within the boundaries of Serra da Bocaina National Park; and several archaeological sites that testify to the long occupation of the region by indigenous populations. The property also houses traditional Quilombola, Guarani and Caiçara communities that maintain the ways of life and the production systems of their ancestors, as well as most of their relationships, rites and festivals, whose tangible and intangible elements contribute to the cultural system.

The property is located between the Serra da Bocaina mountain range, which is covered by the Atlantic Forest, and the calm waters of Ilha Grande Bay. The geographical circumstances of the area – a coastal plain abundant in food and natural shelter surrounded by mountains covered by forests, and the sea – have supported its occupation by indigenous populations since prehistoric times, first by hunter-gatherers, followed by the Guaranis.

Europeans arrived in the region in the 16<sup>th</sup> century and chose this location because it was a safe refuge for ships and was one of the main points of entry into the interior of the continent. The discovery of gold at Minas Gerais resulted in the consolidation of the Gold Route to link this mining region with the town of Paraty, where the gold, together with agricultural products, were shipped to Europe. Paraty was also the entrance point for enslaved Africans. A defence system was designed and constructed to protect the rich port and town. The historic centre of Paraty has preserved its 18<sup>th</sup> century urban layout and much of the colonial architecture of the 18<sup>th</sup> and early 19<sup>th</sup> centuries. The relationship between the town and its spectacular natural setting has also been preserved.

**Criterion (v):** The Cultural Landscape of Paraty is an outstanding testimony of human interaction with the environment. Since prehistoric times, human groups have lived in interaction with the landscape and have exploited the natural land and water resources that characterize the region and frame the built territory, producing settlements and giving cultural significance to natural features, evolving but keeping the most important natural elements. The Tupi-Guarani language communities have a close relationship with the Atlantic Forest which implies a high level of management and deep knowledge and mastery of the different ecosystems and Forest formations. The traditional communities of Paraty based their cultures on activities related to the use of the land and the sea; traditional fishing activity is still intense, especially in the Caiçara communities and around the historic centre of Paraty. The Quilombolas groups, the descendants of the

Africans enslaved during the Colonial period, have created their own cultural patterns in the context of the Atlantic Forest's landscape. Global climate change and the recurrence and severity of natural disasters make Paraty cultural landscape an area of high vulnerability.

#### Integrity

With regard to the cultural elements of the mixed serial property, the historic centre of Paraty and the Morro da Vila Velha constitute the main components; their boundaries include the necessary attributes to convey their contribution to the Outstanding Universal Value of the property and they are adequately protected. Other cultural elements, such as the archaeological site of Paraty-Mirim, the portion of the Gold Route located in Serra da Bocaina National Park, archaeological sites testifying to different stages of occupation of the region, and traditional indigenous, Caiçara and Quilombola communities, are included within the boundaries of the four primarily natural components. The cultural attributes necessary to convey the Outstanding Universal Value of the property are included and are adequately protected.

#### Authenticity

In the framework of the serial property, the historic centre of Paraty (component 5a) and the Morro da Vila Velha (component 5b) preserve a high degree of authenticity. The historic centre of Paraty has kept its original layout and exhibits a high degree of authenticity of form, design, materials and substance. Although the town has experienced expansion over time, the authenticity of its setting can also be considered acceptable, especially in relation to the sea and the surrounding mountainous landscape. The authenticity of functions is also acceptable since it continues to be the 'living centre' for local communities, although some buildings currently have tourism-related uses. Other cultural assets, such as the Defensor Perpétuo Fort and the portion of the Gold Route, also have a high degree of authenticity of form, design, materials, substance and setting; the current use of the fort as a museum is logical, since its original function has long since disappeared. The authenticity of the traditional communities' settlements is quite remarkable, where indigenous, Caiçara and Quilombola groups maintain their traditional practices and ways of life. Tourism could have an impact that would require appropriate control through protection and management mechanisms.

#### Management and protection requirements

The cultural components and elements of the mixed serial property are protected by a set of legal instruments from the three levels of government. The first legal protection for the historic centre of Paraty was State Law-Decree 1.450 (1945), which designated Paraty a Historic Monument of the State of Rio de Janeiro. The decree placed the traditional urban and architectonic ensemble of Paraty under the supervision of the National Institute of Historic and Artistic Heritage (IPHAN). Since then, a large number of legal instruments has strengthened the

protection of the historic centre as well as other cultural elements within the serial property. The state of conservation of the historic centre of Paraty and other cultural elements is good, and active conservation measures are carried out by or under the supervision of IPHAN.

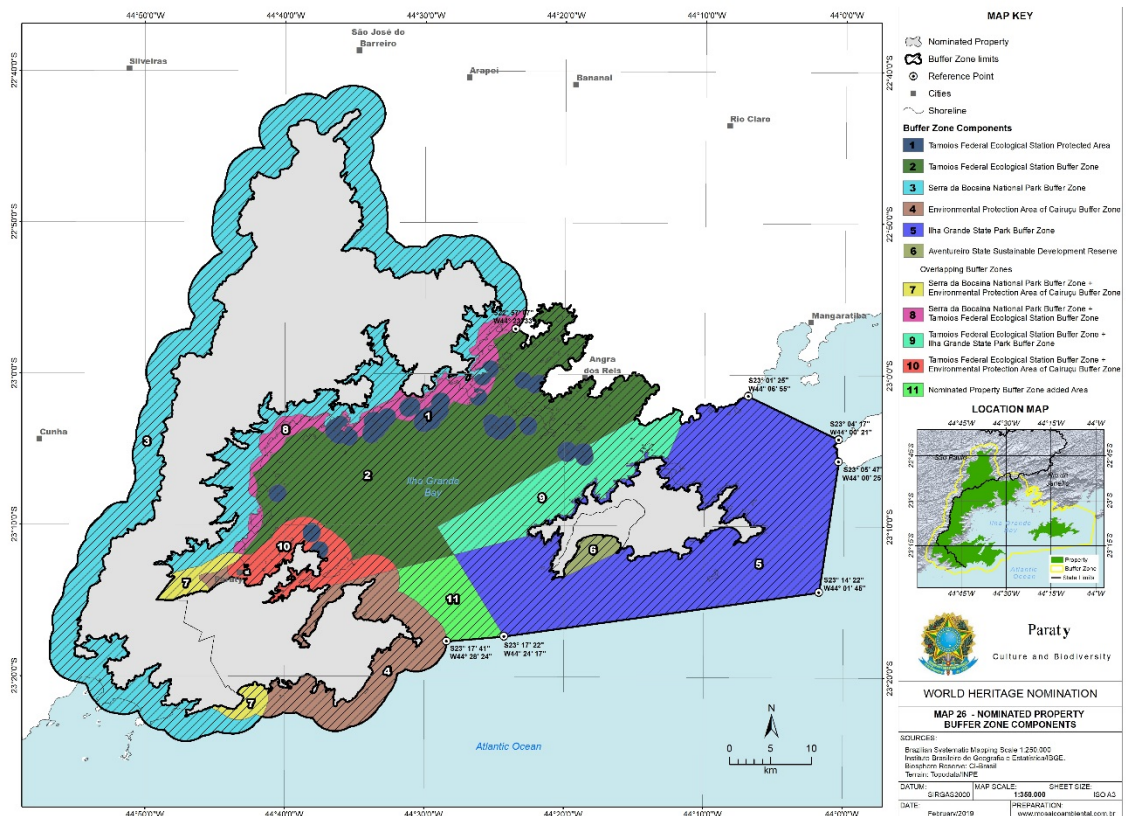
Each of the components of the serial nomination has its own management plan; the primary organization responsible for the conservation and management of the cultural components of the series is IPHAN, which has a local office in Paraty. An overall management plan, in process of elaboration, has adequate objectives, mission, vision and management structure proposed; different steps to complete the plan have been undertaken and the 'Management Plan and Responsibilities Matrix' is expected to be completed by May 2019. Although public use is included amongst the envisaged sectorial plans, a specific tourism strategy oriented to conserving the attributes that convey the Outstanding Universal Value, authenticity and integrity of the property, while ensuring its sustainability, should be elaborated and implemented. Risk preparedness management in particular should also be incorporated.

Although traditional communities have participated in the elaboration of the nomination and the management processes, their role must be strengthened in order to ensure that inscription of the property on the World Heritage List will be a source of sustainable development within the framework of preserving their traditional ways of life and their relationships with the natural environment.

#### Additional recommendations

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

- a) Carefully analysing the potential impact that the assignment of new uses for the current airfield in Paraty could have in case the land is released,
- b) Completing the elaboration and implementation of the overall management plan, and submitting the final version to the World Heritage Centre and ICOMOS when available,
- c) Including specific provisions for visitor management and risk management in the management plan,
- d) Strengthening the participation of the local communities in the management process, and ensuring that inscription of the property on the World Heritage List contributes to their sustainable development while preserving their traditional ways of life and their relationships with the natural environment;



Revised map showing the boundaries of the nominated property (February 2019)





Panorama of Paraty

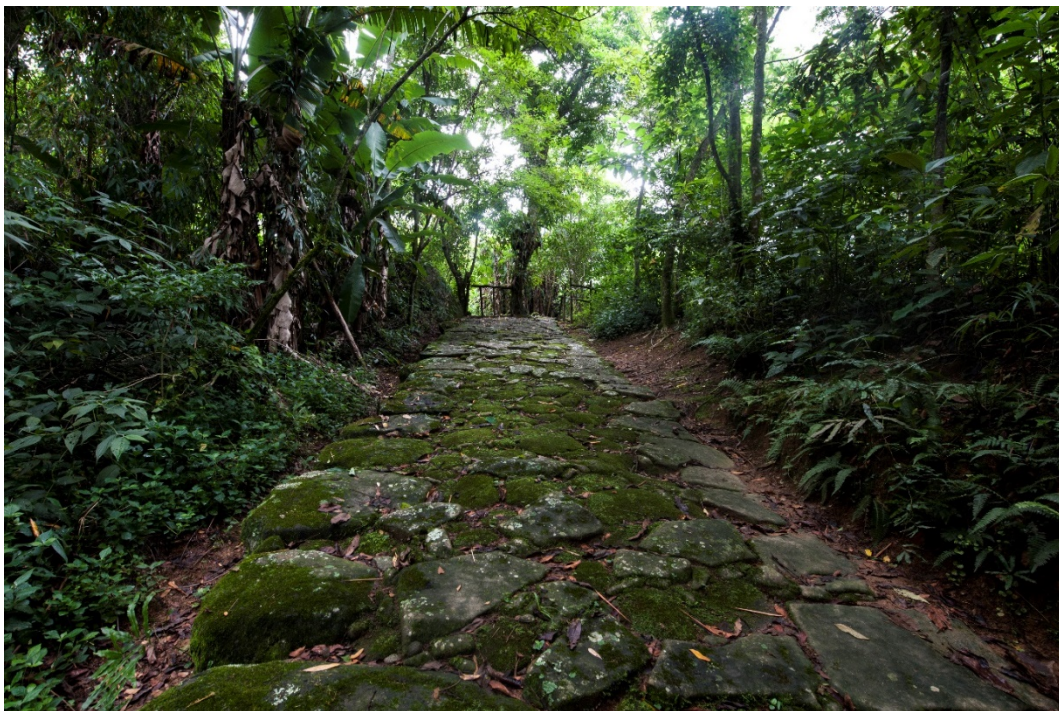


Historical centre of Paraty





The Quilombola community



Caminho do Ouro (Gold Route)