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**Centre du patrimoine mondial
World Heritage Centre**

**REACTIVE MONITORING
MISSION REPORT**

[September 2002]

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<i>Functional Title:</i>	Long-term Consultant
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Terms of Reference

This mission was carried out by Dr.ir. Ron VAN OERS, long-term consultant at UNESCO's World Heritage Centre:

1. To review the recently finalised Master Plan for Galle World Heritage site;
 2. To discuss further ways and means to strengthen the management of this site;
 3. To evaluate opportunities for bi-lateral co-operation with the Dutch Government under the Netherlands Funds-in-Trust at UNESCO, involving Galle and other sites of common cultural heritage in Sri Lanka;
 4. To explore how management proposals for Galle can create a multiplier effect for similar sites, like Negombo and Trincomalee.
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TABLE of CONTENTS

Acknowledgements	3
Introduction	4
<i>Conclusions and Recommendations</i>	5
1. Galle World Heritage City	8
2. Galle Master Plan Proposal by ICOMOS-Sri Lanka	10
3. Master Planning & Site Management	14
4. National Urban Heritage Foundation	18
5. Anuradhapura and Polonnaruva World Heritage sites	21

ANNEXES

1. Mission Programme	23
2. Sources and Literature	27
3. Conservation Plan produced by the Heritage Lottery Fund, UK	30
4. Outline Format for a World Heritage Site Management Plan	36
5. National Urban Heritage Foundation	39
6. Anuradhapura Sacred Area Development Plan	44
7. Polonnaruva Sacred Area Planning Scheme	83

"**Reactive Monitoring** is the reporting by the World Heritage Centre, other sectors of UNESCO and the advisory bodies to the Bureau and the Committee on the state of conservation of specific World Heritage properties that are under threat. To this end, the States Parties shall submit to the Committee through the World Heritage Centre, specific reports and impact studies each time exceptional circumstances occur or work is undertaken which may have an effect on the state of conservation of the property. Reactive monitoring is foreseen in the procedures for the eventual deletion of properties from the World Heritage list as set out in paras. 48-56. It is also foreseen in reference to properties inscribed, or to be inscribed, on the List of World Heritage in Danger as set out in paras. 86-93."

From: *Operational Guidelines for the Implementation of the World Heritage Convention*, Provisional Revision, World Heritage Centre, July 2002, paragraph 68, p.21.

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RvO, Paris – September 2002.

INTRODUCTION

[Excerpt from: *WHC Activities in Sri Lanka*, by J. Taniguchi, N. Ishwaran, F. Gundacker, World Heritage Centre, Paris 14 February 2002]

During a mission in April 2001, the Deputy Director of WHC observed the urgently required conservation needs of the main historic building, the 17th century Dutch Reformed Church, notably the need to repair the roof and stain-glass windows to prevent rainwater infiltration.

The Bureau of the World Heritage Committee at its 25th session in June 2001 requested the concerned Sri Lankan authorities to strengthen control of building activities within the property and to allocate funds for the maintenance of the historic monuments. The Bureau furthermore invited the authorities to submit an international assistance request for technical co-operation for elaborating a programme of corrective measures addressing the deformations of the historic urban fabric of the property.

To date, WHC has not received an international assistance request from Sri Lanka. However, WHC has obtained initial approval by the Government of the Netherlands for a Funds-in-Trust project to enhance the conservation and management of Galle.

To elaborate this project, a Reactive Monitoring mission was undertaken by the author, WHC Consultant, to Galle from 13 to 24 May 2002.

Furthermore, in the period November to December 1994, ICOMOS monitoring missions were undertaken to the two World Heritage sites of Anuradhapura and Polonnaruva in Sri Lanka.

The report of the ICOMOS monitoring mission, submitted to WHC in 1998, recommended a 10-point general recommendation for enhanced management and adequate protection of these World Heritage sites, with a final recommendation that the concerned authorities refer to the 10 points as a guide in structuring periodic monitoring activities.

In particular, the complex water-management system, one of the most significant elements of the ancient landscape of Polonnaruva, is not specifically listed in the original 1984 nomination form. Particular alarming at the Ancient City of Polonnaruva site, for which no buffer zones are fixed, was the construction of new buildings without specific design guidelines taking place in half of the city. Furthermore, the boundaries delineated on the official map of the Sacred City of Anuradhapura exclude important areas of the World Heritage site.

The Bureau of the World Heritage Committee at its 23rd session in June 1999 requested the Government of Sri Lanka to submit maps, an inventory of all the religious and secular monuments, historically significant buildings and landscape elements and copies of legislation and relevant management plans to the World Heritage Committee by 15 September 1999. To date, no information has been received.

It was decided to take up this issue during the May 2002 mission at the same time.

CONCLUSIONS & RECOMMENDATIONS

This reactive monitoring report discusses information relating to two issues. The first part involves the initial assignment to report on the corrective measures taken for safeguarding the historic city of Galle, more precisely the Draft Master Plan for Galle. The second part involves a still outstanding request made by the Committee in June 1999 to the Sri Lankan authorities involving documentation regarding the legislation and management of the World Heritage sites of Anuradhapura and Polonnaruwa. This issue which was taken up during the May 2002 mission to Sri Lanka at the same time.

1. The Central Cultural Fund has prepared a comprehensive conservation and restoration plan for the Dutch Reformed Church in Galle, one of the landmarks of the historic city, which was submitted to the Royal Dutch Embassy in October 2000 for financial sponsoring. It involves a major rehabilitation to the amount of Rs. 12,622,500.00 (app. € 1,500,000). The project proposal was awarded and implementation of the restoration works started in March 2002. Currently the roof, which is the most critical element, is under repair. The conservation plan further involves restoration of the stained-glass windows, interior furniture, the organ, as well as modest landscaping of the garden.
2. A proposal for a Master Plan prepared by ICOMOS-Sri Lanka for the conservation and development of Galle Fort, under discussion since October 2001, was reviewed during the mission of May 2002. The document primarily deals with proposals for development, while also recommendations for conservation guidelines are given. This mission report is building upon that document and suggests elements for strengthening contents and impact. A revised draft version of the ICOMOS proposal is expected for December 2002, which will be reviewed and finalised in January 2003.
3. For the World Heritage city of Galle strict building guidelines are currently under preparation by the Urban Development Authority. After general approval, gazetting of these guidelines is expected for August 2002, which will turn it into law. At the same time, the Urban Development Authority, Galle Heritage Foundation as well as private interest groups (tourism industry) are engaged in the preparation of various conservation and rehabilitation projects in Galle.
4. The alliance between Department of Archaeology, Central Cultural Fund and Urban Development Authority, with participation of the Galle Heritage Foundation and Galle Municipality, in principle is a strategic one; when it comes to preparing a long-term vision for conservation and development –a Master Plan indeed–, such an alliance is essential. These departments and institutions are engaged in preparing many ideas and proposals, and in order to prevent overlaps or gaps, therefore, next to a Master Plan, a Management Plan is considered essential to clearly outline and structure responsibilities, tasks, co-ordination and communication between stakeholders.

5. In principle, the Local Council and Galle Heritage Foundation will remain responsible for site protection and conservation, but an intermediary level for management is suggested to strengthen conservation and communication. The proposal is to have planning activities for living, historic cities in Sri Lanka, including Galle, supervised at the national level by the National Urban Heritage Foundation and to make it the co-ordination body for the design of the Galle Master Plan.
6. At the same time it is strongly suggested to reinforce the protected status of the city by adopting the necessary legislation, involving:
 - a) Declaring the city a Protected Townscape, relating to its overall image (average building height, colour schemes, planting schemes, functional uses), historic pattern, plot division and street facades;
 - b) significant monuments and sites from a cultural-historic point of view within the Fort area need to be listed separately as Protected Monuments;
 - c) Designating a Buffer Zone around the World Heritage site of Galle.
7. As soon as the National Urban Heritage Foundation has designed a Draft Master Plan, which will be discussed for approval and finalisation, the Sri Lankan authorities should submit an International Assistance request relating to the most urgent activity identified under the Master Plan. Only then a proper identification of targets can be made relating to an overall, long-term vision and strategic approach, indicating relations between interventions, investments and spin-off.
8. Parallel to and in close consultation with the preparation and finalisation of the Master Plan, a Management Plan for Galle World Heritage site should be developed. Both documents are closely related and complementary to each other. In the annexes examples are provided to explain in detail their contents. Both Master Plan and Management Plan could set examples for other urban heritage sites in Sri Lanka, such as the historic (inner) cities of Colombo, Negombo, Trincomalee, Jaffna and Batticaloa, for which involvement of the recently established National Urban Heritage Foundation is strongly suggested.
9. For the establishment of a nation-wide programme for the safeguarding of Sri Lanka's urban heritage, a general workplan is suggested involving:
 - Inventory of most significant monuments and sites from a cultural-historic perspective – by Central Cultural Fund and Department of Archaeology;
 - Protection and Listing of Buildings, Monuments and Sites under National Law – by Department of Archaeology;
 - Master Plan and Management Plan preparation – by National Urban Heritage Foundation, in close co-operation with Central Cultural Fund, Urban Development Authority and Department of Archaeology;
 - The integration of these Master Plans into Regional Urban Planning Documents to facilitate spatial-functional and economic relationships – by Urban Development Authority;
 - Establishment of Conservation and Development Projects – by Central Cultural Fund, Urban Development Authority and Department of Archaeology; to be executed by various stakeholders, including corporate and private organisations.

10. A proposal on the conservation of Anuradhapura and Mihintale was submitted to the North Central Province Regional Planning Committee in February 2002. This document is attached in ANNEX 6 *Anuradhapura Sacred Area Development Plan*. This detailed document outlines the vision for conservation areas associated with archaeological monuments, and it may be adopted for other parts of the province, or even other parts of the country.
11. The Polonnaruwa Sacred Area Planning Scheme, attached as ANNEX 7 *Polonnaruwa Sacred Area Planning Scheme*, was prepared in 1980. It is being revised and expanded to incorporate detailed provisions similar to those for Anuradhapura. It can be established that the conservation of the area to the south of the citadel comprises stage two of the implementation programme – the area that UNESCO referred to when it questioned the uncontrolled development activities taking place. In revising the project proposal, the catchment areas of the Parakrama Samudraya (the tank) are also to be included within the boundaries of the scheme. Once these revisions are done, the proposal will be submitted to the Regional Planning Committee.
12. It is recommended to set-up a country-wide strategy and a plan for conservation areas. Inventory, conservation planning and management of urban heritage could be extended to include other natural and cultural properties as well: archaeological sites, historic cities, Modern Heritage (including industrial complexes and modern architecture and town planning schemes), marine ecosystems, etc. Already a National Physical Plan has been prepared, which identifies what kind of conservation areas are to be found in the country. A next step could involve thorough descriptions of the natural and cultural-historic values and significance, establishment of proper protection and legislation for each site, and preparation of comprehensive conservation and management plans.
13. As a direct follow-up to this Reactive Monitoring mission, a stakeholders' meeting could be organised to discuss means for implementation of the mission report's recommendations and to review the revised Master Plan. Upon general agreement, financial support in the design of the Galle Master Plan can be generated out of the Netherlands Funds-in-Trust at UNESCO.
For the organisation of this stakeholders' meeting, which could be scheduled for the second or third quarter of 2003, the World Heritage Centre remains at the disposal of the Sri Lankan authorities.

1. GALLE WORLD HERITAGE CITY

Official name: *Old Town of Galle and its Fortifications*

Year of inscription on the World Heritage List: 1988

Brief Description of Characteristics:

Founded in the 16th century by the Portuguese, Galle reached the height of its development in the 18th century under Dutch rule, before the arrival of the British. It is the best example of a fortified city built by Europeans in South and South-East Asia, showing the interaction between European architectural styles and South Asian traditions.

[Excerpts from *World Heritage* No.12] The Sri Lankan minor vernacular architecture, designed to accommodate the extended families was developed by the Arabs by screening the high plinth veranda and introducing the half-round clay roof-tile. This marks the first emergence of a *dual parentage* heritage, that was further developed by the Portuguese, the Dutch and the urbanised Sinhalese.

During the Portuguese period (1505 – 1640), the fort was full of informal squares and streets, and the urban space was multi-functional. It was framed by the Baroque motives of monasteries and by the projecting balconies and verandas of two-storied houses. The veranda was in fact an extension of the street. The house design, with a central light, and the urban pattern were of Portuguese origin. The Dutch period (1640 – 1796) saw an adoption of Portuguese building techniques. Both Portuguese descendants and local people were employed by the Dutch as workers and craftsmen. The layout of the streets and the pattern of plot division remained unchanged. The courtyard, however, was re-shaped as the focal point of the house with the rooms arranged around it. The veranda, as filter between the house and the street, remained; it was a social space, and the timber trellis, the gate, and the trees growing on the street heightened its privacy.

Outside the fort, *Pettah* imitated these various features; the main streets inter-connected by lanes, with narrow plots. The more modest buildings and their arrangement still reflect a fractured and highly diversified society. The urban texture is more a collection of distinct individual units, with the high plinth verandas of the Arabs abutting the street, and the introverted architectural arrangement of the Singalese withdrawing from it.

With its varied notions of what makes a pleasant environment, the surviving urban image and its patterns make Galle particularly rich in cultural references.¹

Justification for inscription: C (iv)

"is an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history".

Previous deliberations:

Twenty-third session of the World Heritage Bureau (IV.80)

¹ Taken from: *Old Town of Galle - A Matter of Conservation*, by Dr. M. Chandani, in: *World Heritage No.12*, UNESCO Ediciones San Marcos, pp.43-44.
UNESCO Reactive Monitoring Mission to Galle - Van Oers, September 2002

Main Issues:

Lack of maintenance of historic buildings and lack of control on building activities within the World Heritage historic centre, resulting in serious deterioration and deformation of the existing cultural-historic fabric.

New information:

During a mission to the Ancient City of Sigiriya in central Sri Lanka in April 2001, the Deputy-Director of the Centre undertook a short visit to examine the state of conservation of Galle. The main historic building, the Dutch Reformed Church dating from the 17th century, is in a very poor state of conservation requiring urgent action, notably in the reparation of the roof and stain glass windows to prevent rainwater infiltration. Moreover, the extent of deformation to the urban historic fabric caused by uncontrolled building activities is undermining the authenticity of this town characterized by the Portuguese, Dutch, English, Chinese and Indian building traditions.

The Decision of the June 2001 Bureau was the following:

Old Town of Galle and its Fortifications (Sri Lanka)

V.241 The Bureau was informed that the Deputy Director of the Centre, who visited the site in April 2001, observed the urgently required conservation needs of the main historic building, the 17th century Dutch Reformed Church, notably the need to repair the roof and stain-glass windows to prevent rainwater infiltration. Moreover, the Bureau took note with concern, of the extent of deformation to the urban historic fabric which undermines the authenticity of this town, characterized by the Portuguese, Dutch, English, Chinese and Indian building traditions. ICOMOS expressed its full agreement with the observations of the Deputy Director of the Centre. It added that there was now a Centre for urban studies in Galle directed by the President of ICOMOS Sri Lanka which was addressing the problems of Galle as a matter of urgency.

V.242 The Bureau examined the state of conservation of the site, noting that the historic centre suffered serious deterioration and deformation of the existing cultural-historic fabric due to lack of maintenance of the historic buildings and lack of control on building activities. The Bureau requested the Sri Lankan authorities to strengthen control on building permits and activities in the City and allocate funds for the maintenance of the historic monuments. The Bureau invited the State Party to submit an international assistance request to elaborate a programme of corrective measures.

V.243 The Observer of Sri Lanka, drawing the attention of the Bureau to the challenges facing the authorities in conserving and managing changes within a "living" City of Galle, underscored the importance of elaborating a specific conservation and development plan for this World Heritage site.

2. GALLE MASTER PLAN PROPOSAL by ICOMOS-Sri Lanka

Review of Conservation and Development of Galle Fort, by P. Wijeratne for ICOMOS-Sri Lanka, 25 October 2001

Findings 1:

This document, prepared by ICOMOS-Sri Lanka in commission of the Urban Development Authority, consists of two parts. The first part describes historical, social, environmental, physical, economic and functional aspects of the city; the second part deals with strategies, projects and guidelines for development and conservation. The report makes an inventory of existing problems and of several aspects of the built environment, being land use pattern, buildings related to a time period and roofing materials. In addition, during one of the review sessions in Colombo a presentation was given by the Urban Development Authority, which outlined a functional relationship between the historic city and greater Galle.

Recommendation 1:

In conjunction with the above mentioned descriptions and inventory, it is suggested to supplement the proposal with a comprehensive description of the cultural-historic values and characteristics of the city. These, then, need to be translated into a spatial-functional plan: a document, consisting next to written text also drawings, that link the above mentioned aspects and projects them onto the setting of the city, in four dimensions. It should present a strategic vision over a period of time (5 to 10 years, after which revision and adjustment is needed) that indicates at one hand the necessary measures to preserve the city's cultural-historic values and characteristics, and on the other the opportunities for development that do not adversely affect these values and characteristics – more ideally, even enhance them.

The next chapter will further outline the design and contents of such a plan, while further below in this chapter a proposal for action is discussed.

Findings 2:

Under the Antiquities Ordinance Order of December 28, 1940, as well as that of May 21, 1971, the ramparts of Galle Fort have been registered as protected monument **only**. During the mission there were many debates regarding the actual protective status of the World Heritage city, since the documentation available wasn't conclusive in this regard. It remained unclear whether there were additional orders to extent the protection to other parts of the fort, or that only the ramparts are actually protected by law.

The draft Master Plan of ICOMOS-Sri Lanka, for instance, mentions on page 32 that the Galle Fort area is "a declared conservation area". It is important to collect the formal documents that can support this statement.

Several reports and articles mention the '400-yard rule' under the 1940s Antiquities Ordinance: the application of "the hard set of rules that no development could take place within 400 yards of the ramparts, without the consents of the Department" of Archaeology.²

² *Conservation and Development of Galle Fort*, ICOMOS-Sri Lanka, p.7
UNESCO Reactive Monitoring Mission to Galle - Van Oers, September 2002

Recommendation 2:

This uncertainty is detrimental to the conservation of the city and it is therefore strongly suggested that the Sri Lankan authorities at the highest level adopt additional legislation to protect the city. This would involve:

1) Declaring the city a Protected Townscape, relating to its overall image (average building height, colour schemes, planting schemes, functional uses), historic pattern, plot division and street facades.

The current initiatives of the Urban Development Authority (UDA) in designing and gazetting its *Draft Set of Guidelines for Development, Alterations, Re-furbishment and Conservation of Property in Galle Fortified City and its Surroundings*, as well as the *Guidelines for Development, Alterations, Refurbishment and Conservation of Property inside Galle Fort* of the Department of Archaeology fit within the above objective. It needs, however, to be matched by a legal decree declaring the city a Protected Townscape and be connected to a Conservation Plan for the city. **Action by Department of Archaeology and Urban Development Authority jointly.**

This, then, needs to be taken up in the UDA's *Draft Regional Urban Planning Document* currently under design to indicate spatial-functional and economic relationships with greater Galle. **Action by Urban Development Authority.**

2) A proper inventory has to be made, or updated when already existing, of significant monuments and sites from a cultural-historic point of view within the Fort area and these need to be listed separately as Protected Monuments.

Already some good inventories exist, most notably issue No.15 of "Ancient Ceylon", entitled *The Conservation of the Galle Fort and its Environs*, edited and compiled by G. Wijesuriya and I. Kuruppu and published by the Department of Archaeology in 1992. Under the same Antiquities Ordinance an Order should be gazetted that declares selected important buildings, structures and places as Protected Monuments by law. **Action by Department of Archaeology.**

3) Designating a Buffer Zone around the World Heritage site of Galle.

The control and careful guidance of planning and building activities need to extent also outside the Fort's ramparts, such as the former Esplanade in front of the Fort.³ The current construction activities turning the formerly open space into a sports facility may be considered as a good development project, but it completely overlooks the fact that this area is a vital element of the total military complex of the Galle Fort – and therefore should be protected. Almost all seventeenth and eighteenth century military forts were designed with an open space around it that served as open field of fire for the cannon and to prevent the enemy from approaching the fort unnoticed.⁴ Thus, such open spaces are part of the military fortifications and can't be seen as separate, empty areas.

By building up this open space with structures, an important military element as well as experience is being lost – the Fort will be approached through a built-up area and can only be seen in the latest instance, while over the centuries this magnificent structure was

³ The report *Conservation and Development of Galle Fort* by ICOMOS-Sri Lanka correctly mentions "former Esplanade", p.10, in referring to the cricket stadium built in the area of the Buffer Zone; while on page 13 it mentions the loss of land for public recreation, however, it doesn't mention the historic function.

⁴ See: R. van Oers, *Dutch Town Planning Overseas during VOC and WIC Rule (1600-1800)*, Walburg Pers, Zutphen 2000, Chapters 4 to 7, dealing with design and planning issues of forts within historic cities. *UNESCO Reactive Monitoring Mission to Galle* - Van Oers, September 2002

dominating the complete scenery of Galle. From a cultural-historic and military technology point of view the current development activities are contrary to this aspect and should be abandoned on the spot. **Action by Department of Archaeology and Urban Development Authority jointly.**

Findings 3:

The document *Proposal for Establishment of Mutual Heritage Centre* of the Central Cultural Fund (B.P. No.153.21.1, signed by H.D.S. Hettipathirana and R.A.A. Ranaweera, 30 November 1999) identifies the "development of a Master Plan for Galle Fort" as the first priority project. Unfortunately, on 3 July 2001, when the *Proposed Programme for Technical Assistance for the Mutual Heritage Centre of the Central Cultural Fund, Sri Lanka*, was submitted to the Royal Netherlands Embassy in Sri Lanka for funding –which it received–, there's no specific mention in the document anymore of the objective to develop a Master Plan for Galle.

Indeed, objective 3 (on page 6) mentions: "Preparation of Conservation, Development and Management Plans for selected Dutch Forts in Sri Lanka for implementation in future." However, the identification of a Dutch archaeologist/researcher, instead of an urban planner/architect to assist the local expert in this activity, will pose difficulties in preparing a (master) planning document for a historic living city.

Almost all parties involved, such as the Department of Archaeology, Urban Development Authority, Central Cultural Fund, ICOMOS, Galle Heritage Foundation, have prepared and presented conservation and/or development proposals. Putting together all these initiatives into one long-term strategic vision for the city is a vital next step to take.

Recommendations 3:

There is a need to structure the current proposals for conservation or development of Galle World Heritage city into a strategic document that has its focus on the **conservation of historic, living cities.**

In a highly complex process, such as the conservation and management of a living, historic city, a thorough assessment of values and cultural significance of the site, translated into a conservation policy including objectives, development projects and management assignments is needed – all in relation to each other and set out in time (urgent, short, medium and long-term). Planning documents such as a Master Plan (or a development-oriented conservation plan, or a development framework), as well as a Management Plan, provide for overview, outline strategic decisions and indicate tasks and responsibilities of all participants. They are mandatory.

Given the urgency with regard to the current situation, it is recommended to have an independent body at the national level taking the lead in the design of a Master Plan for Galle, in close co-operation with and to be implemented by the Galle Heritage Foundation. All major stakeholders are represented in the Board of Management of the Foundation: Department of Archaeology, Urban Development Authority, Galle Municipal Council, Post Graduate Institute of Archaeology, Central Cultural Fund, National Museums Department, and many more.⁵ Given the make-up of this Foundation, they are the ideal counterpart for the discussion of issues related to a Master Plan, which needs to be designed by a single, independent and local body.

Further discussion on the most appropriate professional body for this task will follow in the next chapter.

⁵ For a full list, see: *Galle Heritage Foundation Act*, No. 7 of 1994, pp. 4-5.
UNESCO Reactive Monitoring Mission to Galle - Van Oers, September 2002

Findings 4:

The report makes a clear statement with regard to the need for an extension of the boundaries of the World Heritage site (pages 51, 56, with clear map opposite page 28).

Under a Netherlands-Sri Lanka co-operation programme the project "Avondster" is being executed, which entails the excavation of a Dutch East India ship in the harbour of Galle; five East Indiamen have been located in or around the harbour, together with over twenty other sites of archaeological importance.⁶ The wealth is immense and of a similar importance as the heritage on land – in fact, it is complementary to that. It can be argued that without the harbour the fort would never have been built in the first place. The map on page 28 of the ICOMOS report outlines clearly which part of the ancient harbour should be added to the World Heritage site of Galle.

Recommendations 4:

An extension of the World Heritage site to include the harbour, given its historical importance and cultural value, would be completely justified. It is suggested, once the protection, conservation and management plans for the existing declared World Heritage of Galle have been put in place (and only then), that a proposal for extension be prepared and submitted to UNESCO by the State Party of Sri Lanka.

⁶ *Project proposal 'Avondster excavation Galle'*, R. Parthesius, 31 August 2000, p.1.
UNESCO Reactive Monitoring Mission to Galle - Van Oers, September 2002

3. MASTER PLANNING & SITE MANAGEMENT

The protection, conservation and development of Galle World Heritage city should be covered by a Master Plan –or a development-oriented conservation plan, or a development framework, whatever the preferred name–, while the daily organisation of those activities should be put down in a Site Management Plan, outlining stakeholders' tasks, responsibilities and modes of communication. In the past the adoption of a comprehensive or 'master' plan to direct future restoration and conservation work, as well as development projects, tended to articulate a defined conclusion or end state, based on immediately perceived needs. They often were not able to accommodate uncertainties and changes in perceived needs, simply because it was not part of the planning procedure; hence the negative connotation related to a Master Plan.

Today it is commonly recognized that urban conservation in living, historic cities is all about **managing change**, by guiding processes of conservation and development. It still requires planning documents though, but with a focus on these processes instead of an end product. By setting a limited time table (5 to 10 years), after which revision and adaptation is undertaken, and in conjunction with (site) management plans, more flexibility is built-in, while at the same time objectives and strategic decisions for the medium term can be earmarked. As discussed in the previous chapter, such planning documents provide for overview and they structure operational projects – they remain mandatory.

In order to facilitate the design of a Master Plan, an outline is given concerning key elements of this planning instrument. The issue of Site Management will be dealt with more in brief, referring to Annex 4 for the contents of a general site management plan.

Contents of a Master Plan⁷

Any Master Plan for Galle needs to contain the main components of **national protection** and **local development**. It will define the principal properties of the zones to protect and improve in respect of a national conservation policy. It will point out necessary limitations of land-use and direction of the sites, monuments, constructions and the essential elements in the greater Galle area.

The methodology in the design of a Master Plan for Galle needs to be based upon an approach that goes beyond the conservation of the site's World Heritage cultural assets, although this will indeed constitute the core of the plan. Next to this, aspects related to the natural setting and surrounding landscape (including harbour), infrastructure development and social context all need to be taken into consideration.

In principle, within the planning process three phases are envisaged. The first phase consists of **Investigation/Inventory**, for which the issue No.15 of "Ancient Ceylon", entitled *The Conservation of the Galle Fort and its Environs*, published by the Department of Archaeology in 1992 can serve as an important reference document. It needs to be updated (urban and architectural assessments) and supplemented by socio-economic surveys.

⁷ Adapted from R. van Oers, *A Heritage & Tourism Master Plan for Mtskheta (Georgia)*, UNESCO's World Heritage Centre, November 2001, pp. 4-6.

The second phase then, **Analysis** and **Assemblage**, involves the identification of conservation objectives and priorities relating to the investigations and inventories, to be included in the design of a Conservation Plan as part of the Master Plan. This conservation plan needs to align with the national conservation policy, which in the case of Galle means appropriating the World Heritage status of the city. Included in the conservation plan are technical guidelines for restoration, renovation, adaptation and renewal. Both the UDA's *Draft Set of Guidelines for Development, Alterations, Refurbishment and Conservation of Property in Galle Fortified City and its Surroundings*, as well as the *Guidelines for Development, Alterations, Refurbishment and Conservation of Property inside Galle Fort* of the Department of Archaeology could serve this end and it is suggested to merge the two documents into one set of guidelines.

The third phase in the process is the development, out of the Conservation Plan, of **Programmes** and **Projects**: both of conservation and of (local) development. These can be taken up by various participants and financial sponsors, being government departments, NGO's or bilateral parties. As indicated in the previous chapter, this phase is already well-covered in Galle with various programmes and projects developed by the many stakeholders involved in the city's management. However, they need to be anchored in a long-term strategic vision for the city.

The design of the Master Plan for Galle should be based upon the principles of integrated conservation, as promulgated in the Amsterdam statement of the Council of Europe in 1975, the European Charter of the Architectural Heritage. This document contains the agreement that the conservation of the architectural heritage should become an integral part of urban and regional planning, instead of being treated as a secondary consideration or one requiring only incidental action. A permanent dialogue between conservators and those responsible for planning is considered indispensable. The current working relationship between Department of Archaeology, Urban Development Authority and Central Cultural Fund is an important step in this direction and should be further strengthened.

The Master Plan needs to be a detailed plan indicating, building by building, what interventions are possible, given the building's or area's typology, proposed use and state of conservation, as well as any requirements for public purposes. The aim of the plan is to preserve both the physical and socio-economic integrity of the cultural and architectural heritage of the city. The objectives of the plan are put down in Analysis Maps and Project Maps, accompanied by a Heritage Conservation Programme and a Local Development Programme.

The heritage conservation programme comprises a map which indicates the typological characteristics of the historic buildings, sites and open spaces, a map specifying the categories of intervention foreseen in relation to the building's state of conservation and compatibility with the historic fabric, as well as technical regulations and standards for implementation.

The development programme comprises the same map of typological characteristics, a map indicating urbanistic standards and collective facilities, intended to guarantee the vitality of the historic town, as well as standards illustrating the uses permitted and the functions proposed for the town as a whole.

Consequently, demolition of historic buildings is not permitted; even partial demolition, being preservation of the facade only, is opposed. Ideally, every building, whether historic or not, has set limitations of use, depending on its typology. In cases of

replacement, imitations of the antique are not acceptable, only respect for the building's basic characteristics and position in the urban context and streetscape. New but appropriate designs as a continuation of (local) culture need to be encouraged.

Interventions in the historic city are carried out either through direct project regulations or through preventive urban plans (detailed development plan). In the case of direct intervention, it is necessary to request a concession, authorization or attestation from the municipality, with due respect for national and regional laws.

Projects must be composed of the following:

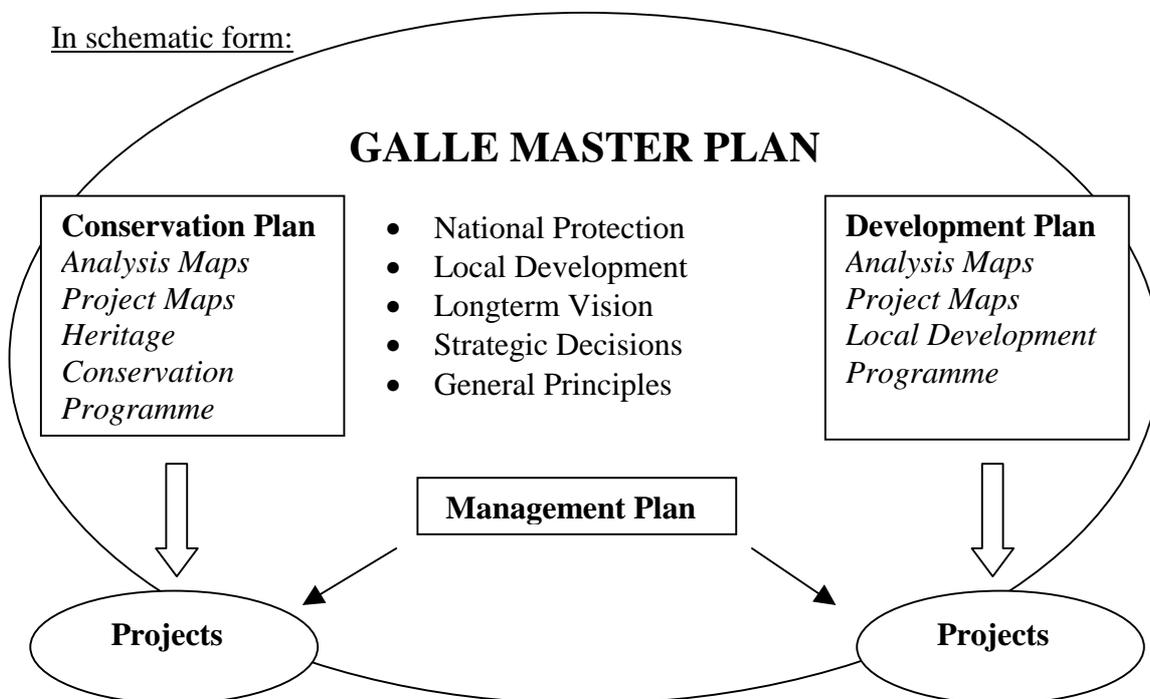
- historical research on the building or site;
- typological analysis;
- a survey with photographic documentation;
- possibly a critical evaluation;

A good illustration of the above project set-up is the CCF's project proposal for the restoration of the Dutch Reformed Church in Galle, for which funding has been obtained and the implementation has started.

In relation to the Master Plan, thus the project must be appropriate for the:

- typology of the building as defined in the map of the plan;
- category of intervention permitted as a restrictive limit, again defined by the map concerned;
- technical standard of implementation, regarding either the potential use or the type of work.

In schematic form:



Site Management

In conjunction with the Master Plan and as part of the conservation process, a strategic management plan needs to be generated for the World Heritage city of Galle, indicating the needs and day-to-day activities of the city (wherever possible). The plan will need to deal with the relationships between the local community, an institutional body (the Galle Heritage Foundation), the provincial or national governments and other stakeholders. This instrument will provide a supplementary level of control and communication, sharing common interests and goals, and creating a multiplying effect of the benefits to be gained from the limited available resources.

In principle, the Local Council and Galle Heritage Foundation must remain responsible for site protection and conservation, but an intermediary level for management seems necessary to strengthen conservation and communication. The proposal is to have planning activities for living, historic cities in Sri Lanka, including Galle, supervised at the national level by the National Urban Heritage Foundation and to make it the co-ordination body for the design of the Galle Master Plan. The next chapter will further outline this proposal. A full-time World Heritage Site manager, acting as technical co-ordinator to this National Urban Heritage Foundation also, could be appointed, who can be paid out of (part of) the revenues generated by cultural tourism.

In the medium-to-long term, careful management planning is the only way to handle and control undesirable pressures for change. A detailed description of the contents of a general site management plan, as being produced in the UK, is provided in ANNEX 4. *Outline Format for a World Heritage Site Management Plan.*

4. NATIONAL URBAN HERITAGE FOUNDATION

In chapter 2 of this report (p.12) it was explained that in response to the current inertia, and given the urgency with regard to the current situation, it is recommended that a professional, independent body takes the lead in the design of a Master Plan for Galle. The creation of such a body was discussed during the Reactive Monitoring mission in Sri Lanka with the Speaker of Parliament, who currently is engaged in the initiative to establish *The National Urban Heritage Foundation*. This Foundation will have the mandate and the professional structure to fill the void currently existing in Sri Lanka: the void with regard to the **conservation of historic, living cities**.

On 23 May 2002, from 3 to 6 p.m., the UNESCO Consultant was invited to The Parliament of Sri Lanka to attend a meeting discussing this initiative, which focusses on

"the challenges and prospects to integrate protection of cultural heritage with economic development. It is expected to focus on our historic urban centres and their diverse aspects as the potential of those has hardly been tapped. It is also hoped to obtain higher participation of a wider section of society including the youth and women by initiating our activities on urban centres. [...] We are now in the process of creating a countrywide network of local urban heritage foundations, consisting of a wide range of local groups including governmental institutions. In order to formulate our programs and for their successful implementation maintaining highest professional standards and internationally accepted ethics and practices in urban heritage management, we have obtained the assistance of a team of urban heritage management professionals with international experience." (from the letter of the Speaker of Parliament, Joseph Michael PERERA M.P. to Dr. R. van Oers, UNESCO Consultant, dd. May 17, 2002)

The National Urban Heritage Foundation is currently engaged in conservation planning for Colombo Heritage Zone and aims to embark on the design of similar comprehensive management plans for Negombo, Matara, Trincomalee and the World Heritage city of Galle. For full information on this Foundation, its aims and objectives, organisational structure and planned activities, please refer to ANNEX 5. *National Urban Heritage Foundation*.

All this was discussed also with UNESCO's Director-General, Mr. Koïchiro Matsuura, during his visit to Sri Lanka earlier that month, offering his full support for this initiative. **In the light of all that has been discussed in the previous chapters 2 and 3, it is strongly recommended that this Foundation co-ordinates and supervises the design of a Master Plan for Galle**, in close co-operation with and to be implemented by the Galle Heritage Foundation.

As stated earlier, the Galle Heritage Foundation remains responsible for site protection and conservation. Given the make-up of this Foundation, with all major stakeholders are represented in the Board of Management,⁸ they are the ideal counterpart for the discussion of issues related to a Master Plan.

⁸ For a full list, see: *Galle Heritage Foundation Act*, No. 7 of 1994, pp. 4-5.
UNESCO Reactive Monitoring Mission to Galle - Van Oers, September 2002

Next to the benefits gained from the professional capacity mobilised by the National Urban Heritage Foundation, another important issue that justifies the involvement of this Foundation is the wider spin-off that can be achieved. Indeed, once designed and agreed upon, the Master Plan for the World Heritage city of Galle can serve as important example to execute similar exercises for Sri Lanka's other historic, living cities, such as Negombo, Trincomalee and Jaffna. Although they are not designated World Heritage sites, nevertheless for their conservation and development careful planning and design is of the utmost importance.

For instance, as a result of the cease-fire agreement of February 2002 the East-coast town of Trincomalee currently experiences a building boom. Houses are being renovated, plots subdivided and plans for large-scale development drawn up. Although these are encouraging signs, they nevertheless should be facilitated by a careful planning document that guides those developments. As a town with an important history and urban heritage, the danger of over-development and subsequent destruction of cultural-historic properties and sites is very real. At this moment there's no comprehensive inventory available of the existing building stock in Trincomalee, including its cultural-historic properties and sites, which means that destruction could go virtually unnoticed. Having valuable assets indeed, such as Fort Frederick with 5 centuries of continued military occupation comprising heritage related to the Portuguese, Dutch, British and SriLankan periods, as well as Trinco's beaches (among the finest in Sri Lanka), the urgency to draw up a comprehensive planning document is beyond discussion. If nothing is done within the next 2 years to come, uncontrolled development might have destroyed or at least seriously affected Trinco's valuable heritage, thereby diminishing its chances to benefit from the rich revenues provided by cultural tourism. These issues have been discussed with Mr. V.P. Balasingham, Commissioner of Local Government NE Province, Mr. Pugendran, Deputy Director Planning, and Mr. A.A. Jayaratnam, Actg. Director Urban Development Authority in Trincomalee.

Although the mission did not visit Jaffna in the north of the island, no doubt that similar issues are relevant there. This is illustrated by a letter received from the Acting Provincial Director of the North-East Province at the UDA Office in Trincomalee, Mr. A.A. Jayaratnam (dd. 5 July 2002 and received at the Centre on 23 July), which stated that *"there has been a renewed interest in formulating an urban renewal scheme for the city of jaffna with the current peace initiatives. Considering its historic and cultural value, it would be a fitting tribute to the city if the surviving historic physical features could be retained in its urban development."* The request for "an integrated heritage management programme addressing both heritage protection and present needs such as housing and small business development" is extremely relevant and very timely indeed and should be strongly supported.

The historic cities of Negombo and Matara have been subject to development pressures and conservation efforts already for quite some time. Both cities have an important urban heritage, including interesting cultural-historic properties and sites, that supplements the national picture. A project proposal for an integrated conservation plan, supported by a comprehensive inventory, was prepared already in 1998 (*A Consultative Document for the Development of the Historic City of Negombo*, Expert Group on Mutual Heritage Management, March 1998, Colombo), but never received financial sponsorship. As a result of the initiative to design a Master Plan for Galle, this proposal could be rejuvenated at the same time.

Conclusion and Recommendation

The above cases suggest that a wider spin-off that could be generated through the involvement of the National Urban Heritage Foundation is an opportunity not to miss. Close working relationships with the Central Cultural Fund and the Urban Development Authority, and to a lesser extent with the Department of Archaeology, are strongly suggested, since these governmental organisations each have an important role to play in the execution and implementation of programmes and projects. As a professional, independent entity the National Urban Heritage Foundation can devote all their time and energy to design, co-ordination and facilitation of planning and management processes and their documents.

These documents then provide the legal and technical base on which to enter the execution and implementation of programmes and projects, whether that is the conservation of the ramparts in Galle Fort or the development of Katuwanu Fort in the hills outside Matara into a cultural-tourism cum outdoors experience (*Liveable VOC Forts in southern Sri Lanka*, proposal by R. Jayasena).

For the establishment of a nation-wide programme for the safeguarding of Sri Lanka's urban heritage, it is suggested that the following general workplan could be set up:

- Inventory of most significant monuments and sites from a cultural-historic perspective – by Central Cultural Fund and Department of Archaeology;
- Protection and Listing of Buildings, Monuments and Sites under National Law – by Department of Archaeology;
- Master Plan and Management Plan preparation – by National Urban Heritage Foundation, in close co-operation with Central Cultural Fund, Urban Development Authority and Department of Archaeology;
- The integration of these Master Plans into Regional Urban Planning Documents to facilitate spatial-functional and economic relationships – by Urban Development Authority;
- Establishment of Conservation and Development Projects – by Central Cultural Fund, Urban Development Authority and Department of Archaeology; to be executed by various stakeholders, including corporate and private organisations.

5. ANURADHAPURA and POLONNARUVA WORLD HERITAGE SITES

Brief Descriptions

Sacred City of Anuradhapura

This sacred city was established around a cutting from the "tree of enlightenment", Buddha's fig tree, brought there in the 3rd century B.C. by Sanghamitta, the founder of an order of Buddhist nuns. Anuradhapura, a Ceylonese political and religious capital that flourished for 1,300 years, was abandoned after an invasion in 993. Hidden away in thick jungle for a long time, the splendid site, with its palaces, monasteries and monuments, is once again accessible.

Ancient City of Polonnaruwa

The second capital of Sri Lanka after the destruction of Anuradhapura in 993, Polonnaruwa comprises, besides the Brahmanic monuments built by the Cholas, the monumental ruins of the fabulous garden-city created by Parakramabahu I in the 12th century.

The Bureau of the World Heritage Committee at its 23rd session in June 1999 requested the Government of Sri Lanka to submit maps, an inventory of all the religious and secular monuments, historically significant buildings and landscape elements and copies of legislation and relevant management plans to the World Heritage Committee.

Mission Findings

During a meeting with Mr. V. Kurukulasuriya, Deputy-Director (Architecture) of the National Physical Planning Department in Colombo, the above outstanding request of the Bureau of the World Heritage Committee was discussed and the mission was provided with the following information.

A proposal on the conservation of Anuradhapura and Mihintale was submitted to the North Central Province Regional Planning Committee in February 2002. This document is attached in ANNEX 6. *Anuradhapura Sacred Area Development Plan*. This detailed document outlines the vision for conservation areas associated with archaeological monuments, and it may be adopted for other parts of the province, or even other parts of the country for that matter. Included in this proposal is a list of projects with tentative cost estimates, which may be implemented by the private sector – indeed, conform the proposed set-up for Galle World Heritage city in the previous chapters.

Attached to this Conservation and Development Plan is a map showing the boundaries of the Anuradhapura sacred area, which was gazetted in 1981 under the provisions of the Town and Country Planning Ordinance (No. 13 of 1946). It can be established that not only the major sites, such as Abhayagiriya, Jetavanarama, are included, but also the minor sites (Asokaramaya, Vijayarama, etc.). The new proposal to the Regional Planning Committee includes more than what has been gazetted, which is shown on an additional map (indicated as Annex iii).

The Polonnaruwa Sacred Area Planning Scheme, attached as ANNEX 7. *Polonnaruwa Sacred Area Planning Scheme*, was prepared in 1980. It is being revised and expanded to incorporate detailed provisions similar to those for Anuradhapura. It can be established that the conservation of the area to the south of the citadel comprises stage two of the implementation programme – the area that UNESCO referred to when it questioned the uncontrolled development activities taking place. In revising the project proposal, the catchment areas of the Parakrama Samudraya (the tank) are also to be included within the boundaries of the scheme. Once these revisions are done, the proposal will be submitted to the Regional Planning Committee.

Recommendation

It was suggested by Mr. Kurukulasuriya to explore possibilities for setting up a strategy and a plan for conservation areas of the country. Such a strategy indeed is highly relevant, given the abundance and significance of the many sites in Sri Lanka, among which are 7 designated World Heritage sites. The proposal for an inventory, conservation planning and management of urban heritage could be extended to include other natural and cultural properties as well: archaeological sites, historic cities, Modern Heritage (including industrial complexes and modern architecture and town planning schemes), marine ecosystems, etc.

It was indicated that already a National Physical Plan has been prepared, which identifies what kind of conservation areas are to be found where. A next step could involve thorough descriptions of the natural and cultural-historic values and significance, establishment of proper protection and legislation for each site, and preparation of comprehensive conservation and management plans. A similar set-up as proposed in the previous chapter could be followed.

ANNEX 1: Mission Programme and Main Persons/Institutions Met

Monday 13 May

15H30 Departure from Paris – Charles de Gaulle Airport

Tuesday 14 May

10H30 Arrival at Bandaranaike International Airport – Colombo

12H00 Check-in at Hotel Renuka in Colombo

17H00 Meeting with **Dr. Roland Silva**, Honorary President of ICOMOS

Wednesday 15 May

09H00 Meeting with **Prof. A.V. Suraweera**, Director-General, **Mr. H.D.S. Hettipathirana**, Additional Director-General, **Mr. H.K. Balachandra**, Assistant Director, **Mr. N. Cooray**, Director Conservation, and **Dr. M. Abeyratne**, Director Research at the Central Cultural Fund

10H30 Meeting with **Hon. K. Kodituwakku**, M.P., Minister of Human Resources Development, Education and Culture, **Ms. S. Rajapakse**, Senior Assistant Secretary, and **M.G.K. Manamendra Medawattegedara**, Assistant Secretary at the Ministry of Cultural Affairs

11H15 Meeting with **Mr. T. Munasinghe**, Chairman, **Mr. W.A. Siriwardena**, Director-General and **Dr. J. Wijesundara**, Director Urban Design at the Urban Development Authority

15H00 Meeting with **Dr. W.H. Wijepala**, Director-General, **Mr. P.B. Ratnayake**, Acting Director Conservation, **Mr. S. Dissanayaka**, Director Explorations, and **Mr. J.D. Wijethilake**, Assistant Director Conservation at the Department of Archaeology

Thursday 16 May

9H30-13H00 Review Meeting at the Department of Archaeology with officials of the Department of Archaeology, Urban Development Authority, Central Cultural Fund, ICOMOS Sri Lanka, Postgraduate Institute of Archaeology, Galle Heritage Foundation, Dutch Reformed Church in Sri Lanka, and other stakeholders

14H30 Meeting with **Mr. S. Lakdusinghe**, Director of the Postgraduate Institute of Archaeology (PGIAR) in Colombo

16H00 Meeting with **Mr. V. Kurukulasuriya**, Deputy Director /Architecture at the Department of Town & Country Planning

Friday 17 May

- 07H00 Departure for Galle
- 10H15 Meeting with **Mr. G. Hewavitharana**, District Secretary of Galle, and officials of the Department of Archaeology, **Mr. T. Pathmasim**, Urban Development Authority, **Mrs. I. Weerasoori**, Central Cultural Fund, **Mr. N. Cooray**, **Mr. H.K. Balachandra** and **Mr. W.A. Chintana Tilak**, Galle Heritage Foundation, **Mr. H. Gunawardena**, and others of the Galle Municipality
- 12H00 Visit with **Mr. N. Cooray** to Dutch Reformed Church in Galle, currently under restoration by the CCF
- 14H00 Lunch at former Dutch plantation house "Nooitgedacht"
- 15H00 Site visit to Galle with **Mr. N. Cooray** and **Mr. Chintana Tilak**
- 17H00 Visit to the Maritime Laboratory of the "Avondster" Project, a joint Sri Lanka - Dutch project for maritime archaeology into VOC ships in Galle harbour
- 18H30 Check-in at Unawatuna Beach Resort, Galle

Saturday 18 May

- 09H00 Departure for Matara
- 10H00 Visit to Matara Star Fort and Historic City with **Mr. N. Cooray** and **Mr. Wijesuriya** (CCF)
- 14H00 Departure for Katuwana
- 16H15 Visit to Katuwana Fort, with **Mr. S. Lakdusinghe**, Director of PGIAR
- 17H15 Departure for Colombo
- 21H30 Check-in at Hotel Renuka in Colombo

Sunday 19 May

- 05H00 Departure for Polonnaruva
- 10H00 Site visit Polonnaruva with **Mr. S. Karunaratne**, Project Manager
- 16H00 Departure for Sigiriya
- 17H00 Site visit Sigiriya with **Mr. J.A.D.S. Jayaweera**, Project Manager
- 20H00 Check-in at Hotel Sigiriya Village

Monday 20 May

- 05H30 Departure for Negombo
- 09H30 Meeting with **Hon. Mr. J.M. Perera**, M.P., Speaker Parliament of Sri Lanka, concerning a strategic approach for Sri Lanka's historic cities
- 10H30 Site visit Negombo with **Architect I. Kuruppu**, Synergy Consultants Ltd
- 14H00 Departure for Trincomalee
- 18H30 Check-in at Nilaveli Beach Hotel

Tuesday 21 May

- 09H00 Meeting with **Mr. V.P. Balasingham**, Commissioner of Local Government NE Province, **Mr. Pugendran**, Deputy Director Planning, and **Mr. A.A. Jayaratnam**, Actg. Director Urban Development Authority
- 10H30 Site visit Fort Frederick and Trincomalee with **Mr. A.A. Jayaratnam**
- 15H30 Departure for Anuradhapura
- 16H30 Site visit Mihintale
- 19H00 Check-in at Nuwaraveva Rest House, Anuradhapura

Wednesday 22 May

- 08H00 Site visit Anuradhapura
- 13H30 Departure for Colombo
- 18H30 Check-in at Hotel Renuka in Colombo

Thursday 23 May

- 09H00 Meeting at the Royal Netherlands Embassy, **Mr. S.D. Kaasjager**
- 10H00 De-briefing meeting at the Department of Archaeology with officials of the Department of Archaeology, Urban Development Authority, Central Cultural Fund, Postgraduate Institute of Archaeology, ICOMOS Sri Lanka, Galle Heritage Foundation, and other stakeholders
- 15H00 Meeting at the Parliament of Sri Lanka, with **Hon Mr. J.M. Perera**, M.P., and **H. Exc. Mrs. S.Th. Blankhart**, Dutch Ambassador to Sri Lanka
- 17H30 Meeting with **Mr. H.D.S. Hettipathirana** at the Central Cultural Fund

18H30 Meeting with **Prof. Dr. S. Bandaranayake**, at the Postgraduate Institute of Archaeology (PGIAR)

24H00 Departure for Colombo International Airport

Friday 24 May

03H15 Departure for Paris

13H30 Arrival in Paris – Charles de Gaulle Airport

ANNEX 2: Sources and Literature

UNESCO WHC Mission Report, M. Yang, Paris May 2001

The Antiquities Ordinance (extract from the "Ceylon Government Gazette", No. 14,959 of May 21, 1971), Department of Archaeology

Galle Fort Nomination dossier, Ministry of Cultural Affairs-Colombo, 31st December 1986

ICOMOS Recommendation concerning the nomination of The Historic City of Galle and its fortifications, May 1988

The Conservation of the Galle Fort and its Environs, No.15 of "Ancient Ceylon" - Journal of the Department of Archaeology, Sri Lanka, edited and compiled by G. Wijesuriya and I. Kuruppu, Department of Archaeology, Colombo 1992

Galle Heritage Foundation Act, No.7 of 1994, Parliament of the Democratic Socialist Republic of Sri Lanka, 29 April 1994

Proposal for Establishment of Mutual Heritage Centre with Dutch, Portuguese and British Collaboration, Central Cultural Fund - Board Paper No. 153.21.1

Guidelines for Development, Alterations, Refurbishment and Conservation of Property inside Galle Fort, Department of Archaeology (no date)

Conservation of the Ramparts in Galle Fort - Schedule of work and specifications, ICOMOS Sri Lanka, 15 January 2001

A Project to Restore, Develop and Manage the Historic Dutch Fort of Galle as a Living Monument, Southern Development Authority - Galle Heritage Foundation (no date)

Draft Development Proposal, Urban Development Authority (no date)

The Set of Guidelines for Development, Alterations, Re-furbishment and Conservation of Property in Galle Fortified City and its Surroundings - Draft, J. Wijesundara, Urban Development Authority (no date)

Approved Guidelines & Recommendations for Conservation Galle Fort, Urban Development Authority 2001 (NOTE: text in Singalees only)

Conservation and Development of Galle Fort, P. Wijeratne for ICOMOS/Sri Lanka, The Urban Development Authority, Ministry of Urban Development, Construction, Public Utilities and Sport, 25 October 2001

Observations and Comments on the Report on Conservation & Development of Galle Fort, W.A. Siriwardene, Urban Development Authority, 6 February 2002

A Period Post Office & Postal Museum in the Galle Fort, A. de Vos for the Galle Heritage Trust, December 1996

Preliminary Project Proposal for the Conservation of Dutch Reformed Church at Galle Fort, Central Cultural Fund Sri Lanka, October 2000

Report Technical Mission to the Dutch Reformed Church Galle Fort, H. Boerema, Netherlands Department for Conservation, Zeist August 2001

Conservation of the Ramparts in Galle Fort, Project Feasibility Report by P. Wijeratne for ICOMOS Sri Lanka, 12 October 2001

Strategies for Galle Fort to be Implemented by the Galle Heritage Foundation, Final Report IHS Urban Revitalization and Heritage Management Course, B. Urugodawatte, 9 July 1998

A Study for the Rehabilitation and Reconstruction of the Dutch drainage system within the World Heritage site of Galle Fort, Final Report IHS Urban Revitalization and Heritage Management Course, P. Amarasooriya, 10 July 1998

An Approach for Heritage Conservation of Galle Fort through Integrated Urban Development, Final Report IHS Urban Revitalization and Heritage Management Course, K. Basnayake, 10 July 1998

The Fortified City of Galle in Sri Lanka - The work plan for the repair of the ramparts, H. Boerema and R.J. de Jong, Wassenaar Engineering, 25 April 2002

Starfort at Matara, Sri Lanka - Plan for the reconstruction, H. Boerema and Y. Attema, Zeist, September 1999

Final Report Consultancy Services for the Preparation of an Integrated Urban Development Plan for the Trincomalee District, Vol. I & II, Bulankulame Associates and Design Consortium Limited, Colombo, 15 June 2001

Postgraduate diploma/Certificate course in Management and Conservation of Archaeological Heritage, Post Graduate Institute for Archaeological Research (PGIAR), Colombo (no date)

A Consultative Document for the Development of the Historic City of Negombo, Expert Group on Mutual Heritage Management, March 1998, Colombo

Proposed Programme for Technical Assistance for the Mutual Heritage Centre of the Central Cultural Fund, Sri Lanka, submitted to the Royal Netherlands Embassy in Sri Lanka, 3 July 2001

Anuradhapura Sacred Area Development Plan - A Conservation and Development Plan for Anuradhapura and Mihintale Sacred Areas, for incorporation into the North Central Province Regional Physical Plan, V. Kurukulasuriya, National Physical Planning Department, February 2002

Polonnaruwa Sacred Area Planning Scheme - Preliminary Project Report, V. Kurukulasuriya, Department of Town and Country Planning, Maligawatta Secretariat, Colombo 10, June 1990

Ancient Anuradhapura - The Monastic City, A. Seneviratna, Archaeological Survey Department, Colombo 1994

Monuments and Sites Sri Lanka, 11th Assembly ICOMOS National Committee, 1996

International Perspectives in Conservation - Selected papers President ICOMOS: 1990-1999, G. Wijesuriya (ed.), ICOMOS Sri Lanka 1999

The Katuwana Archaeological Heritage Project - Excavation Report 2000, S. Lakdusinghe (ed.), PGIAR Publication, Colombo 2001

The Cultural Triangle of Sri Lanka, UNESCO Publishing - CCF, 2nd edition 2000

Operational Guidelines for the Implementation of the World Heritage Convention, Provisional Revision, World Heritage Centre, July 2002

ANNEX 3. Conservation Plan as produced by the Heritage Lottery Fund, UK

Content of a plan

All historic sites are different so your Conservation Plan should be tailored to reflect the special character of your site, and of the scope of your activities. The following framework will help you to plan your own document.

Contents page

Provide a clear and complete list of the contents of your Conservation Plan.

Section 1 Summary

Although this is the first section, it should be written last. It should provide a single page overview of the results of the Conservation Plan and include:

- * a brief statement on the heritage merit of the site as well as any statutory or non-statutory designations
- * a summary of how that merit is sensitive or vulnerable
- * a summary of your policies for conserving and managing the site
- * the date that the plan was adopted
- * If you have already prepared a scheme or development project, you should also summarise:
 - * to what extent your project is in accordance with your conservation policies
 - * any modifications which may be needed in the light of these

Section 2 Background

This should include:

- * a brief introduction to the asset
- * a short note of who your organisation/partnership is and how they are involved in the site
- * a note of any statutory or non-statutory designations
- * the reasons for preparing the Conservation Plan and how you intend to use it
- * the scope of the plan and any limitations on the study
- * who has prepared the plan
- * whether or not the plan has been prepared in conjunction with other documents, such as a management plan or collections policy
- * a note of the consultation process
- * a statement concerning the adoption of the plan by the major stakeholders

Section 3 Understanding the historic site

This section of the plan will show which aspects of the site are important.

Understanding a site should be the first stage in any conservation project. This usually involves research, and identifying opportunities and constraints. Some information almost always exists for any site of heritage importance, but there will usually be gaps in this information. You will have to draw together existing information

and, if necessary, commission specialist research to fill in any gaps. Research should be seen as a positive part of the management process, rather than a luxury.

Understanding the site will involve gathering two types of evidence:

- * background research - pulling together documentary information including published or unpublished research, previous reports, oral history, maps, accounts of previous work, plans, historic photographs or illustrations
- * fieldwork - a survey of the landscape, wildlife, geology, soils, buildings, archaeology, collections, townscape character, scientific interest or technology

Before you can write this section of the plan you will need to:

- * identify the different sorts of information required and if necessary commission specialist help
- * gather together all existing information, including copies of illustrations, photographs, old maps or paintings that make relevant points. Any previous research such as archaeological evaluations, building records, historical research, species records, past management or land use history should also be drawn together, summarised and referenced
- * fill in the gaps in information. For example, if you manage a museum collection in an historic building, you may need further information about the history and development of that building prior to its use as a museum. Or you may need to find out about the ecological significance, land use history and landscape value of the setting of an ancient monument
- * study the site on the ground in order to identify everything of importance. You might need to commission an ecological or non-invasive archaeological survey, study the building and its interiors, assess the landscape or a collection. For many sites, the best way of illustrating this study is to produce a map or large-scale drawing, using it to show what is important about the site

This section of the plan should include:

- * a general description of why the site is of interest
- * an understanding of how it has changed through time. Explain the sequence of changes from the earliest period to the present day. Provide habitat and species accounts if it is of ecological significance. Identify past management regimes, and previous works of repair and conservation
- * a more detailed description or survey of each of the elements of a site, what we know about them from documents and what they contribute to our understanding of the site as a whole. This information could be set out in a table in an appendix in order to keep the main plan short
- * areas where a full understanding of a site's significance cannot yet be assessed

Support your descriptions with photographs, historic and modern maps, diagrams and other relevant illustrative material.

Section 4 Assessment of Significance/Heritage Merit

This can be the most difficult section of a Conservation Plan to write because it involves making judgements about precisely how and why an asset is significant.

An asset can be important for many different reasons. Its formal status as an ancient monument, listed building, registered park or garden, conservation area or Site of Special Scientific Interest is a key indicator of significance. But not all places that are of heritage merit are formally designated, and those that are designated may be important in other ways as well. The plan should go beyond any formal designation to assess all of the different ways in which a place is significant, and also be able to appreciate how each of the constituent elements is important.

Sites may be of heritage merit for their:

- * archaeological potential or importance
- * architectural history or design significance
- * association with historic and/or cultural events
- * community, commemorative or social value
- * collections/paintings/furniture
- * ecological or wildlife value
- * educational or public potential
- * public or recreational value
- * contribution to townscape character
- * interest as a designed landscape
- * natural or aesthetic beauty
- * contribution to technological history
- * combination of any of the above

Your Assessment of Significance should include:

- * a general statement about the significance of the site as a whole, setting it in its local, regional, national or international context, which refers to each of the main features, cultural or land use phases. The statement should assess the contribution that it makes to our wider appreciation of the town or countryside, and to our understanding of architecture, history, archaeology, technology, society, or ecology
- * a more detailed breakdown of the significance of each of the elements of the site identified in Section 3. Perhaps using a table and a grading system to establish the special interest of each element, how intact it is and the contribution it makes to the wider significance of the site. Identify features that are intrusive or detract from the significance

Section 5 Defining Issues (vulnerability)

This section of the plan should identify the issues that have affected the significance of the site in the past, affect it now or may do so in the future.

Those issues could be:

- * physical condition - eg summary of results of structural survey and note of repair and conservation needs of the site, collections or machinery and their completeness
- * ownership and present management - what are the objectives and aspirations of the current owner or occupier?

- * use - how is current management, building function or land-use affecting the significance of the site? Is it appropriate? Does it create conflicts? Does current ownership restrict the uses to which the site can be put?
- * area and boundaries - is the site in your ownership of an appropriate size, and does it include all of the important heritage features. Are there conflicts over land-use? Are species numbers and habitat size viable? Are key features of the heritage item in separate ownership?
- * siting - if the subject of the plan is moveable, eg a ship, what constraints or benefits arise from its current position?
- * resources - what available or procurable resources are there for the care of the asset? Is the availability of resources a problem - if so, why?
- * external factors - are there external factors affecting the significance or appreciation of the asset, such as visual intrusion, pollution, inappropriate neighbouring management regimes or site uses, traffic noise?
- * understanding - lack of understanding of the asset's significance can lead to inadvertent damage. Are there any parts where further survey or investigation may be needed in order to assist management? Are the appropriate skills available to the present management team/owner?
- * previous alterations - past approaches to conservation may have occasionally done more harm than good. Are there positive lessons to be learnt from previous work? Are there techniques or materials that have not been appropriate or have failed after a period of time?
- * public and community expectations - many sites have a high public profile, and visitors or local communities may expect a certain level of access or facilities such as toilets, services or catering which may be difficult to accommodate. Particular events or times of the year may be important. It is useful to identify these pressures. Local sensibilities may require good public relations, especially when undertaking work which may be perceived as damaging, eg felling trees
- * access - how accessible is the site? Does this create problems? Are there demands for car parking, increased access for disabled people, retention of footpaths which themselves could conflict with the architectural or landscape qualities of the site?
- * statutory controls - what legislation is relevant? What restraints and controls are there on the use?
- * areas of conflict - having identified each of the ways in which a site is important, you may find that there are areas of conflict between competing values or uses. The environmental and security needs of collections for example, may create requirements that affect the significance of the fabric of an historic building.

Take a critical, long-term view of what is happening to the significance of the site, and if possible, explore the idea of environmental capacities and thresholds. Some of these may have quite a minor impact on a daily basis, but if extrapolated over a five, 25- or 50-year timescale, may have a much greater impact. Although some of the issues may revolve around the availability of financial resources, the focus of this section should be on how the significance of the site is vulnerable.

Whether or not you are considering restoring your site, you should use this section of the Conservation Plan to look at the impact which earlier management practices or changes have had on the significance of the site. All historic sites have altered through time, and often those alterations are of interest in their own right. You will need to have a thorough understanding of previous changes, and their importance, if you are considering restoration by removing later work.

When you come to write this section of the plan make sure you have included each aspect of the heritage of the site.

Do not be selective - you should analyse all of the factors affecting the site, not just those with which you or your partners can deal easily.

Finally - if it is appropriate, do not be afraid to be self-critical of past approaches to conservation that might not always be those that we would choose today.

Section 6 Conservation Policies

Conservation policies are the heart of the Conservation Plan. We have to ensure that projects will preserve, maintain or enhance the heritage merit of the asset and the Conservation Plan shows us how you will do that.

The conservation policies that you put forward under this section should also be consistent with:

- * heritage and environmental legislation
- * statutory local planning policies or cultural/heritage policies
- * other relevant conservation advice and guidance
- * collections requirements
- * other relevant requirements for health & safety, disabled access, and building control
- * your organisation`s aims and objectives in relation to the site

They will flow logically from your Assessment of Significance (Section 4) and your identification of the way in which that significance is vulnerable (Section 5).

Conservation policies should aim to:

- * define a `vision` for the site
- * retain the significance of the site or collections
- * identify appropriate uses
- * prioritise repair and conservation
- * define an appropriate conservation philosophy
- * satisfy statutory requirements
- * work within available resources
- * enhance public appreciation through presentation and interpretation
- * maintain the site so as to prevent future damage or deterioration
- * influence future intervention

Depending on the nature of the site, you may also wish to write policies that show how you can:

- * provide visitor facilities and services
- * improve disabled and other access
- * reduce dependence on the use of private transport as a contribution to environmental sustainability without damaging the heritage merit of the site.

The structure of this section of the Conservation Plan will vary, according to the individual type of asset. Policies should relate to each of the heritage areas, as well as to specific elements.

If you have a particular project in mind, it can be tempting to draft policies that do no more than support your project. Conservation policies must involve an objective appraisal of the needs of the significance of the site, and should not be used to justify a particular pre-determined course of action.

Section 7 Implementation and Review

Use this section to explain how the plan will be used and how you intend to review it.

Our understanding of a site or collection changes through time, as do conservation techniques and philosophies. This does not diminish the importance of preparing a Conservation Plan - it enhances it, by recognising that conservation is a dynamic process with changing priorities. Expect to review your Conservation Plan within five years.

Appendices

Use these to present detailed information summarised elsewhere in the Conservation Plan, such as:

- * the detailed survey
- * information about statutory designations, including copies of relevant documents or maps
- * research which is directly relevant to the Conservation Plan
- * bibliography of sources
- * technical reports (eg condition survey, mechanical and electrical inspections, security reports, quinquennial survey)
- * copies of essential survey or record drawings
- * results of visitor surveys
- * copies of specialist conservation studies, such as building analysis and recording, landscape assessment, ecological and other surveys

ANNEX 4. *Outline Format for a World Heritage Site Management Plan*

Part 1: Description of the Site

1. General information
 - 1.1 Location, summary description, tenure
 - 1.2 Maps, charts, photographs
2. Definition and any long term proposed changes to the World Heritage Site
3. Cultural information
 - 3.1. Anthropological, ethnographic, archaeological, historical, art historical, architectural, technological, scientific
4. Environmental information
 - 4.1. Climate, hydrology, geology, geomorphology, seismology, soils, man-made hazards
5. Interests
 - 5.1. Land use and resource use history
 - 5.2. Public and private interests, ownership pattern
 - 5.3. Economic interests, including tourism
6. Appendices to Part 1
 - 6.1. List of references for Part 1
 - 6.2. List of amendments to Part 1 (where relevant after annual or quinquennial review)

Part 2: Site Evaluation

1. Conservation status of the site
 - 1.1. World Heritage Site status, historic status
 - 1.2. Indication of potentially damaging operations or threats
 - 1.3. Resource definition and boundary
2. Evaluation of site features and potential
 - 2.1. Cultural values related to the original historical material and the archaeological potential of the site (authenticity of materials, workmanship, design and setting)
 - 2.2. Cultural values associated with the site (universal significance, memorial, legendary and sentimental values, relative art value, uniqueness)
 - 2.3. Contemporary economic values and use values
3. Detail of significance of each element of the site
4. Appendices to Part 2
 - 4.1. List of references for Part 2
 - 4.2. List of amendments to Part 2 (where relevant after annual or quinquennial review)

Part 3: Buffer Zone

1. Planning Buffer Zone(s)
 - 1.1. definition
 - 1.2. status
 - 1.3. detailed consideration
 - 1.4. criteria
 - 1.5. background to development
 - 1.6. implementation, monitoring and maintenance
2. Appendices to Part 3
 - 2.1. List of references for Part 3
 - 2.2. List of amendments to Part 3 (where relevant after annual or quinquennial review)

Part 4: Management Objectives

1. Identification and confirmation of important features
 - 1.1. Ideal management objectives
 - 1.2. Factors influencing management
 - 1.3. Operational objectives and management options
 - 1.4. Conservation management options
 - 1.5. Use management options
 - 1.6. Study and research options
 - 1.7. Education and interpretation options
2. 5- and 10- year strategic plans for the World Heritage Site
3. Appendices to Part 4
 - 3.1. List of references for Part 4
 - 3.2. List of amendments to Part 4 (where relevant after annual or quinquennial review)

Part 5: Prescription for Overall Site Management

1. Projects
 - 1.1. Project identification, title, and classification
 - 1.2. Annual (detailed) and quinquennial (outline) programmes for repair and conservation
 - 1.3. Annual and quinquennial programmes for improvements to facilities
 - 1.4. Other proposed annual and quinquennial projects
 - 1.5. Project descriptions
2. Minor repairs, conservation and maintenance works
 - 2.1. Annual plan
 - 2.2. Relationship of the annual plan to the medium- and long-term plans
3. Costs and staging of works

4. Appendices to Part 5
 - 4.1. References to Part 5
 - 4.2. List of amendments to Part 5 (where relevant after annual or quinquennial review)

Part 6: Contacts and References

Part 7: Bibliography

- Selected bibliography and register of unpublished material
- General bibliography
- Amendments to bibliography (where relevant after annual or quinquennial review)