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# Namhansanseong (Republic of Korea) No 1439

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## Official name as proposed by the State Party

Namhansanseong

## Location

Gyeonggi-do Province  
Towns of Gwangju-si, Seongnam-si and Hanam-si  
Republic of Korea

## Brief description

Namhansanseong was designed as an emergency capital for the Joseon dynasty (1392-1910), in a mountainous site 25 km south-east of Seoul. Its earliest remains date from the 7<sup>th</sup> century, but it was rebuilt several times, notably in the early 17<sup>th</sup> century in anticipation of an attack from the Sino-Manchu Qing dynasty. Built and defended by Buddhist soldier-monks, it embodies a synthesis of the defensive military engineering concepts of the period, based on Chinese and Japanese influences, and changes in the art of fortification following the introduction from the West of weapons using gunpowder. A city that has always been inhabited, and which was the provincial capital over a long period, it contains in its fortifications evidence of a variety of military, civil and religious buildings. It has become a symbol of Korean sovereignty.

## 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 two *sites*.

## 1 Basic data

### Included in the Tentative List

11 January 2010

### International Assistance from the World Heritage Fund for preparing the Nomination

None

### Date received by the World Heritage Centre

25 January 2013

## Background

This is a new nomination.

## Consultations

ICOMOS consulted its International Scientific Committee on Fortifications and Military Heritage and several independent experts.

## Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 1 to 6 September 2013.

## Additional information requested and received from the State Party

ICOMOS sent a letter to the State Party dated 26 September 2013 to ask for more details about:

- the property management system and the respective roles of each of the partners;
- who coordinates activities and expertise;
- who is responsible for monitoring the property.

ICOMOS sent a second letter on 12 December 2013, asking the State Party to:

- strengthen the buffer zone protection measures;
- confirm the setting up of the property management organisation's intervention unit, and the means at its disposal.

The State Party responded by sending additional documentation on 16 November 2013 and on 27 February 2014, which has been taken into account in this evaluation.

## Date of ICOMOS approval of this report

6 March 2014

## 2 The property

### Description

Namhansanseong is located on a hilly plateau, at an altitude of between 400 and 500 metres. The natural site is sloping, steeply in parts, and is located in an environment of mountain summits. It offered clear defensive advantages, and also substantial natural water resources. The fortress city was designed in its present form by the Joseon dynasty, in the early 17<sup>th</sup> century, as an emergency capital for Seoul, located 25 km to the north-west in the lowlands. It could accommodate a population of some 4,000 people, and fulfilled important administrative and military functions. It was the regional capital of the Gwangju district from 1624 to 1917.

Its town planning reflects Chinese Confucian influences; it reproduces the city plan of Seoul in order to accommodate the administration and the population in similar conditions if they were forced to move in the event of war. The two grand axes of communication form a cross, and they meet at the principal gates at the four cardinal points. They cross in front of the refuge palace, which has recently been reconstructed. The fortified town has quarters specifically dedicated to military, administrative, religious, residential and commercial functions.

The property as nominated consists of two parts of greatly differing size. The main part is delineated by the system of

fortifications, and it has an annular shape around the small present-day urban centre, which forms an internal buffer zone. The second part of the property is smaller, and consists of an advanced defensive outpost, about 1.5 km south of the main property.

#### Part 1

*The defensive system* consists mainly of a continuous fortification wall with a perimeter of just over 7.5 km, together with supplementary orthogonal walls. Namhansanseong was a prototype for fortified sites in Korea and Eastern Asia. Its construction began in 1624 and it was enclosed by outer walls leading to the three closest mountain summits, where defensive outposts were established: Bongam (1686) Hanbong (1693) and Sinnam (1719). The total length of the fortification walls is some 12.3 km and their height varies between 3 and 7 metres. The main rampart follows the edges of the plateau wherever possible. It is built of dressed stones of roughly rectangular shape whose dimensions decrease in proportion to the height of the wall. The rampart is topped with a wide wall-walk. On its flanks, the fortification wall has some thirty openings for the drainage of water from the plateau.

This defensive system was renewed and reinforced on a number of occasions up until the 19<sup>th</sup> century. The crenellations and parapets, and some defensive features were reconstructed in the second half of the 20<sup>th</sup> century. They are made of grey bricks, held together with mortar. With crenellations and shooting embrasures for closet or long-range, the walls were capable of accommodating fortress artillery. The rampart has 5 defensive posts, 20 casemates and 7 bastions.

*The four main gates*, at the four cardinal points, have arched stone vaults. Openings in the main wall, they are topped by a parapet and a roof supported by columns; they are flanked by defensive elements to enable close-range shooting. They are supplemented by 16 auxiliary openings, many of which are hidden, at various points in the main rampart. The eastern gate was partly destroyed in 1925.

*Ten Buddhist military temples* were constructed by the soldier-monks who were the builders and then the defenders of Namhansanseong. The temples, most of which are sited close to the ramparts, were used as officers' quarters and weapon stores. There are five temples in the north and five in the south. The soldiers' living quarters (*Gunpoji*), were usually situated on high parts of the land inside the fortress, but they have disappeared, except for some archaeological remains. Several temples have been restored; some bear witness to syncretism between Buddhist traditions and shamanic deities.

*Five military command posts (Jungdae)* were located on the periphery of the citadel. The western command post, *Sueojangdae*, is the one whose stone foundations have been best preserved. *Yeonmugwan* was the central

military command pavilion, and a training ground for the soldier-monks. It was thoroughly repaired three times, and was converted into the centre for the civil government in the 19<sup>th</sup> century. Archaeological excavations have uncovered remains dating back to the Goryeo dynasty.

The property also includes elements related to the property's role as the emergency capital of the Joseon dynasty, primarily the *Emergency Palace* or *Namhansanseong Palace*. It was built in 1626 and is a replica of the palace in Seoul. In addition to the spaces reserved for the royal family and its staff (upper palace), the palace ensemble included a space for the administration of the kingdom (lower palace), an ancestral shrine adjoining a shrine of peace, a ceremonial gateway (*Hannamnu*), a large entrance gate with outbuildings, and an independent hall (*Jaedeokdang*). Completely destroyed in the early 20<sup>th</sup> century, the site of the royal palace and its shrines was excavated (1999), and then reconstructed (2004).

The property includes other built elements whose origins date from the Joseon dynasty, such as the *Inhwagwan Royal Guesthouse*. *Sungryeoljeon Shrine* was an ancestor shrine that later became the mausoleum of King Onjo. A major ritual ceremony was regularly held there. Restored in the late 1990s, it includes annexes including a gate and a reception hall.

The site of the Shrine for the Deities of Earth and Grain, the religious sites for the village deities, and the platform for the ritual for Rain embody traditions inspired by Shamanism that are specific to Korean society. The *Hyeonjeolsa* commemorative shrine is also located in the fortified town; it has been restored. Several of the shrines of Namhansanseong are today used for a variety of rituals and events.

The elements bearing witness to the local government of the citadel include the governor's office (1817), the administrative site (1748), whose *Ijjanggak* edifice has been restored, and the *Jonggak* belfry and its bell, which has also been restored. The *Naea* housing quarter remains only as traces on the ground.

18 reception and leisure pavilions existed in the fortified city, of which 6 still remain, along with technical buildings such as the *Yeonggo* warehouse, connected to the royal palace, for which only the site remains. The *Jisudang* pavilion, today restored, is at the centre of the *Yeonji* pond, the main aquifer resource in times of war.

Lastly, the property includes a series of epigraphic steles, mainly commemorating the construction of the rampart, or related to human and social virtues, or linked to initiatives for the reconstruction or preservation of the property.

Monuments and sites forming characteristic tangible attributes of the value of the property are located in a forest park containing a large number of ancient pine trees, which have become one of the symbols of Namhansanseong.

## Part 2

The summit of Geomdansan is separated from the main property by a small valley; today it includes the remains of the two Sinnam advanced defensive posts, which attest to the 1791 reconstruction. They consist of a circular defensive wall to the east (134 metres) and a second wall to the west (121 metres long).

### History and development

The mountain plateau of Namhansanseong, near to fertile lowlands, rapidly caught the attention of successive Korean dynasties. The first archaeological traces of its occupation date from the 4<sup>th</sup> century BC, attesting to the existence of dwellings and a defensive wooden wall. Other elements show that the area was occupied during the Baekje kingdom period (c. 18 BC to around 660 AD).

In the 7<sup>th</sup> century, a large fortress was built on the site during the Silla era; it was used as a military command post during the war against the Chinese Tang dynasty. Tiles and remains of walls show evidence of this period. Since this time, the site has always been occupied.

In the 10<sup>th</sup> century, the site was known as Gwangju and it is considered to be an administrative unit. In the 13<sup>th</sup> century, the fort constructed by the Goryeo dynasty successfully fended off Mongol attacks (1232). Various furnishings and archaeological remains bear witness to this period of the fortress.

In the late 1580s, the weakening of the Chinese Ming dynasty led to the start of a long period of regional instability, in which the territory of the Joseon dynasty was the epicentre. From 1592 to 1598, Korea was at war with Japan, which was trying to gain access to China and the continent. The Japanese were equipped with European weapons and the Korean army was equipped with cannon using gunpowder. The strategic importance of the ancient Namhansanseong fortress for the protection of Seoul clearly emerged at this point, and it became obvious that it needed to be reinforced.

The reconstruction of the town-citadel began in the early 17<sup>th</sup> century in response to fears of invasion by the new regional Manchu power, from which sprang the future Chinese Qing dynasty. For the rebuilding and defence of Namhansanseong, the Joseon kings of Korea, although Confucian, entrusted it to a Buddhist soldier-monk sect which introduced the spiritual system of Seungyeong Sachal, which respected the beliefs of the local population. The reconstruction began in 1624 and was completed by 1626. The site was able to accommodate more than 10,000 soldiers. The citadel became the headquarters of the soldier-monks for some 300 years. Just one year later, a first Manchu invasion attempt was launched, and Seoul was occupied, but the king fled to the Island of Ganghwa.

The reconstruction of the citadel of Namhansanseong reflects an interchange of many major cultural and religious influences. Namhansanseong also bears witness

to Korea's spirit of independence. Cults of the first Korean dynasties were revived, along with local popular shamanic beliefs, and at the same time the influence of Confucianism, Buddhism and even Western thought was reflected in the way the emergency citadel was organised, both in its construction and its everyday life.

In 1636, the second Sino-Manchu invasion led to the capture of Seoul, and King Injo this time fled to Namhansanseong, which was attacked by a powerful army, equipped with cannon. The king resisted for 47 days, but the Joseon dynasty then had to recognise the suzerainty of the Qing. Namhansanseong however remained a royal fortress and a major administrative centre; restoration work began in 1638. At the end of the 17<sup>th</sup> century, outer walls were built to strengthen the defensive structure, and again in the following century. A specific system for the military-administrative governance of the fortress town was then introduced, known as Yusbu. In the mid-18<sup>th</sup> century, the population was around 4,000. A final defensive restoration was carried out in 1779.

The fate of the fortress town changed with the decline of the Joseon dynasty, in the late 19<sup>th</sup> century, and the Sino-Japanese War (1894). Japan then exercised suzerainty over Korea and later exercised a form of colonial power (1907); however, Namhansanseong was occupied by the rebel Uibyeong, and for a time became a centre of resistance. The city and its community then went into decline, and the town lost its administrative prerogatives (1919); it remained however a symbol of resistance to occupation. Various movements came into being at Namhansanseong. Some monuments were damaged or even destroyed, such as the Royal Palace.

In 1935, the importance of Namhansanseong as a cultural site was first recognised, and it began to play a tourist role, in light of its location close to Seoul. The protection of the pine trees in the citadel began in 1927, on the initiative of local residents, via the Geumlin association, which also carried out the first restorations.

In 1951, during the Korean War, Namhansanseong was seriously damaged by bombardment. In 1954, Namhansanseong was designated as Korea's first national park, and restoration work began in 1957. A fully-fledged conservation policy was introduced in the early 1970s, with the establishment of the provincial park (1971). A Catholic Martyrs' Church was completed in 1999.

Today, the Namhansanseong site is a venue for cultural and folkloric activities linked to the spiritual traditions of the Joseon dynasty, and for the revival of ancient popular shamanic beliefs, such as shrine cults and totemic practices.

### 3 Justification for inscription, integrity and authenticity

#### Comparative analysis

The comparative analysis begins with an overview of the heritage of Korean historic fortresses. A distinction is traditionally drawn between lowland fortifications and mountain fortifications, the latter being the predominant category as Korea is a mountainous country. This is a distinctive feature compared with China, where most of the fortified urban systems are located on lowland plains. Three types of mountain fortresses exist in Korea, including those on plateaus surrounded by mountain slopes (known as Pogoksik), such as at Namhansanseong.

In ancient times, mountain fortresses were small, and it was not until the Unified Silla period (7<sup>th</sup> – 10<sup>th</sup> centuries) that the first mountain fortified urban centres were constructed, at a time of almost continuous warfare. The Goryeo dynasty that followed made its capital at Kaesong, in a valley site surrounded by mountains (early 10<sup>th</sup> century), Democratic People's Republic of Korea (2013, criteria (ii) and (iii)). From the 14<sup>th</sup> century on, the Joseon dynasty made quite frequent use of the mountain fortress, but they remained relatively modest in size, and their military effectiveness was often limited. The Japanese invasion marked a turning point, with the use of firearms and the appearance of a real threat to Korean independence. Namhansanseong bears witness to this change both in terms of its size (as it became a proper town and an emergency capital) and its quality, with the definition of a new fortification model which represents a synthesis of various foreign influences. From this point on, the Joseon dynasty built a considerable number of relatively large fortified towns in the mountains.

Amongst the fortified sites that have been recognised in Korea (about 250 sites), Namhansanseong stands out because of its dimensions, its large number of functions, and the fact that it is an emergency capital. It is also the best and most diversified example of the Pogiksik type. Hwaseong Fortress, Republic of Korea (1997, criteria (ii) and (iii)) is also a fortress of a very characteristic type in terms of military concepts, and it embodies a similar synthesis to that of Namhansanseong, at the end of the 18<sup>th</sup> century. The set of fortresses in the Boeun region (Tentative List, Republic of Korea) consist of fortified ensembles that are significantly older, but their dimensions are small, and their importance is exclusively military. Naganeupseong (Tentative List, Republic of Korea) is considered to be the most representative fortified town of the Joseon dynasty. It includes in particular a set of administrative buildings, dwellings and urban testimony that Namhansanseong no longer has, but it was not an emergency capital with a palace.

There are quite a large number of fortified towns or villages on the World Heritage List. However, many of these are fortified systems in the lowlands or on the coast, or a combination of both. In China, the closest property in functional terms is Ping Yao (1997, criteria (ii), (iii) and

(iv)); but this is a lowland fortress with a square plan, rebuilt by the Ming dynasty in the 14<sup>th</sup> century. It is a typical example of the architecture of fortified Chinese administrative towns; it uses earth and brick in its fortifications. In Japan, the feudal castle of Himeji-jo (1993, criteria (i) and (iv)) represents a national archetype whose general stone and wood structure is however quite different from Namhansanseong, and is far more compact; it embodies a military system and a feudal administration, but there is no town inside its fortifications.

Comparisons with other parts of the world are briefly mentioned, but the comparison centres on fortresses, and largely leaves aside fortified towns, notably in Europe, which essentially embody Medieval or Renaissance town planning that is well represented on the World Heritage List: Dubrovnik (Croatia, 1979), Carcassonne (France, 1997), Provins (France, 2001), Elvas (Portugal, 2012), Alhambra, Granada (Spain, 1984), Corfu (Greece, 2007), Levoča (Slovakia, 1993-2009), etc. These are indeed walled towns with ramparts, often on elevated land or utilising naturally defensible positions; they accommodate large urban ensembles that are generally well preserved, along with administrative and religious buildings. Without weakening the specific characteristics of the fortified ensemble of Namhansanseong, they set it into perspective and give it all its meaning in the context of Eastern Asia, where it expresses both a conceptual advance in fortification and a vision of the emergency capital that are specific to the property.

The series is represented by two elements, of which the smaller one is a functional complement fully associated with the main property. The comparative analysis makes no special emphasis of this point.

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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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#### Justification of Outstanding Universal Value

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

- The mountain plateau site of Namhansanseong was favourable for the establishment of a vast fortified system, whose earliest remains date from the 7<sup>th</sup> century.
- In the early 17<sup>th</sup> century, the Joseon dynasty established there in the space of a few years a fortress city, designed to be an emergency refuge for the capital Seoul, 25 km away.
- The fortress city of Namhansanseong was built by Buddhist soldier-monks in order to resist a Sino-Manchu invasion which took place in 1636, and in which the siege of Namhansanseong was a decisive episode.
- Its plan and its architecture were designed on the basis of Chinese and Japanese influences, and reflect

the impact of the use of firearms introduced from the West.

- Permanently inhabited, the city was the provincial capital over a long period, and it includes within its fortifications evidence of a wide variety of military, civil and religious buildings.
- A place of expression of many philosophies and religions over the course of its history (popular animism, Confucianism, Buddhism and then Christianity), Namhansanseong has also become a symbol of Korean sovereignty.

The serial approach is justified by the fact that the defensive outpost of Sinnam, 1.5 km south of the property, is an integral part of the defensive system of Namhansanseong.

ICOMOS considers that the value of the property is essentially expressed by the fortified ensemble of Namhansanseong, which bears witness to an important moment in the art of military fortifications in a mountain context in Eastern Asia. The construction of the fortified system took place at a time of major geopolitical crisis for the region, with the weakening of the Ming dynasty and the rise of Japanese and then Manchu ambitions. The fortified city of Namhansanseong is an original expression of the "emergency capital" concept. It bears witness to a synthesis of both military and urban concepts stemming from Korean, Chinese, Japanese and European influences, with the use for the first time of Western firearms. Through its historic role in resisting invasions, Namhansanseong became a symbol of national independence. It is also a meeting place for several philosophical-religious influences, whose testimonies express the various facets of the spiritual history of Korea. However, it must be noted that many shrines and buildings, and the royal palace in particular, are *ex nihilo* reconstructions.

### **Integrity and authenticity**

#### **Integrity**

The fortified elements constitute a coherent and relatively complete set of material elements to express the various values of the property in terms of architecture and military engineering. The other built elements are also quite numerous and diverse; they illustrate the values of the military organisation of the emergency citadel in the 17<sup>th</sup> century, its religious and spiritual aspects up to a more recent period, and the royal and regional civil administrations. The 17<sup>th</sup> century fortified citadel is itself preceded by quite a long history, and it continued in the 18<sup>th</sup> and 19<sup>th</sup> centuries with a great deal of restoration and reinforcement work on both civil and military facilities. The main intangible attributes (military concepts, political and administrative power, philosophical and religious aspects) are supported by a relatively numerous set of material elements, that are specific to their functions and comprehensible; the intangible attribute of the symbol of independence relates to the place as a whole. The environmental and landscape integrity is ensured by the

presence of the forest park, whose pine tree colony contributes to the symbolic nature of the place.

ICOMOS considers that the importance, diversity and extent of the property justify its integrity of composition. There are also a sufficient number of attributes with clearly identified historic roles to enable an understanding of the property's structure and past functioning. Knowledge of the property and its history are good, particularly with regard to the various influences that guided the defensive military engineering concepts of the citadel of Namhansanseong, and the infiltration of ancient spiritual elements. However, the present-day activities (folklore-related and neo-animistic, or sovereignist and in some cases nationalistic) are recent renditions and interpretations of popular traditions which do not contribute to the property's integrity or outstanding value.

In conclusion, the material integrity of the property is sufficient to ensure a full understanding. The presence of the additional element that is separate from the main property, the defensive outpost of Sinnam, is fully justified by the role it plays in the fortified ensemble as a whole, and it contributes to the integrity of the property.

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ICOMOS considers that the integrity of the whole series has been justified; and that the integrity of the individual sites comprising the series has been demonstrated.

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#### **Authenticity**

For the State Party, the various facets of authenticity are clearly fulfilled, as regards the morphology, forms, concepts and materials used in the restorations/reconstructions. Authenticity is guaranteed by the archival, iconographic and archaeological documentation that preceded the works. The natural environment of the property, its geographical and natural aspects, have been remarkably preserved by the park that surrounds the fortifications and by most of the shrines and sites forming the property's material attributes. The State Party claims that the adaptations, and the changes, particularly to the fortifications, as well as the repairs, have been milestones in the life of the fortified city.

ICOMOS considers that the restorations/reconstructions of the property's material elements, particularly the fortified ensembles, have been carried out in accordance with specific scientific guidelines about form, structures and materials. This scientific work has been taking place for many years, and the State Party has never shrunk from bringing its principles up to date when necessary. It is based on a large body of documentation relating to the works carried out throughout the property's history. The preservation of the authenticity of the property, particularly the temples and buildings largely made of wood, follows a tradition of authenticity that is specific to this region of the world and that is today clearly identified and scientifically defined. However, the systematic aspect of this restoration policy seems to be overdone. This leads to *ex nihilo* reconstructions of buildings which disappeared a long time ago, notably the royal palace that was razed to the ground

during the colonial period (late 19<sup>th</sup> century), and then replaced by two generations of buildings bearing no relation whatsoever to the initial edifice. The modern folklore-related activities and the reintroduction of recent cultural practices are also inauthentic; they are an interpretation of the symbolic role of the places, and not a contribution to the authenticity of the property.

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ICOMOS considers that the authenticity of the whole series has been justified; and that the authenticity of the individual sites that comprise the series has been justified.

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ICOMOS considers that the conditions of integrity and authenticity of the whole series have been justified, despite the sometimes ill-advised nature of the restorations/reconstructions and of the recent folklore-related and cultural activities.

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#### **Criteria under which inscription is proposed**

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

*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 Namhansanseong is an excellent example of the technological advances made in fortress construction during the international wars that took place in the Far East in the 17<sup>th</sup> century, that came about due to the use of firearms. It is a unique example of a fortified mountain city built to play the role of emergency capital for the Joseon dynasty.

ICOMOS considers that the Namhansanseong fortifications embody a synthesis of the art of defence, at the beginning of the 17<sup>th</sup> century in the Far East. It results from a rethinking of Chinese and Korean standards of urban fortification, and from the fears generated by the new firearms coming from the West. Namhansanseong marks a turning point in Korean mountain fortresses, and went on to influence the construction of other citadels in the region.

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ICOMOS considers that this criterion has been justified.

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

This criterion is justified by the State Party on the grounds that the walls and the defensive ramparts of Namhansanseong, built around the perimeter of a mountain plateau, constitute a particularly comprehensive and consummate example, demonstrating the development of military architecture and the expertise attained in Korea from the 7<sup>th</sup> century to the 19<sup>th</sup> century.

Designed in the 17<sup>th</sup> century, the organisation of the urban centre of Namhansanseong constitutes an outstanding and well-preserved example of a royal emergency city, close to the capital of the Joseon dynasty. It is an exceptional example of a vast fortified ensemble, built and then managed by Buddhist soldier-monks. It is also an outstanding urban example of the political and administrative organisation of a Confucian state in Eastern Asia in the early 17<sup>th</sup> century.

ICOMOS considers that Namhansanseong is an outstanding example of a fortified city. Designed in the 17<sup>th</sup> century as the emergency capital of the Joseon dynasty, it was built and then defended by Buddhist soldier-monks who respected pre-existing traditions.

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ICOMOS considers that this criterion has been justified.

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*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 Namhansanseong bears direct witness to the theory of the mountain fortified city, combining the advantages of a mountain citadel and an administrative city. Namhansanseong also demonstrates the Buddhist idea of protecting the territory by setting up the Seungyeong Sachal system, which honours spirits and popular beliefs that are linked to the fortress. The fortress is itself an illustration of the efforts to survive and endure the sufferings of Korean history, resulting from Korea's situation as a focal point for geopolitical power struggles in Eastern Asia.

ICOMOS considers that the military engineering arguments presented, particularly concerning the evolution of the art of fortification at Namhansanseong in the 17<sup>th</sup> century, are already recognised by criteria (ii) and (iv), and the same applies to the military and religious organisation which formed the basis for its construction and management. The organisation of administrative life is of interest to a modest few, and whose significance is at best national. The relations between the state power dominated by Confucianism, the Buddhist military-religious sects that served the state, and Korean society that was still infused with popular animist beliefs are clearly illustrated by the property, but they are already present in Korean history in many other places.

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ICOMOS considers that this criterion has not been justified.

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ICOMOS considers that the serial approach is justified and that the selection of elements in the series is appropriate.

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ICOMOS considers that the nominated property meets the conditions of integrity and authenticity and criteria (ii) and (iv).

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### Description of the attributes

- The mountain plateau of Namhansanseong, favourable as the site of a vast defensive system, was fortified from the 7<sup>th</sup> century.
- In the early 17<sup>th</sup> century, the Joseon dynasty established there in the space of a few years a fortress city, designed as an emergency alternative for the capital, Seoul, 25 km away.
- The fortress city of Namhansanseong was built and then run by Buddhist soldier-monks, who respected popular traditions and Confucian values.
- Its defensive architecture expresses a synthesis of Asian, Chinese and Japanese influences, as well as the pressures resulting from the use of Western firearms.
- A city that has always been inhabited, and that was the provincial capital over a long period, it includes inside its fortifications evidence of a wide range of military, civil and religious buildings.
- The history of Namhansanseong has made it one of the symbols of Korean sovereignty.

### 4 Factors affecting the property

The main development factor affecting the property is the growing number of restaurants and shops inside the ramparts. This is the result of the rapid development of tourism at the site, facilitated by the proximity of Seoul. In the space of a few years, the number of visitors has increased from less than one million per year to more than 3 million (2010). The property also includes 13 parking areas for more than 1,100 vehicles.

On the edge of the buffer zone, urban development pressure in the Gwangju City zone could affect the property's visual integrity.

The natural and forest environment of the park around the ramparts is affected by hydrocarbon pollution linked to the growth in road traffic. This is combined with the effects of climate change and particularly affects the pine trees. Other tree species (such as oak and hornbeam) seem to be less seriously affected.

Torrential rain and typhoons may periodically affect the property and cause soil erosion. The topographic situation of the property means there is very little risk of flooding. A small earthquake risk must also be taken into account.

Fire could affect the pine forest and the historic wooden buildings, and could spread rapidly. This is the most serious environmental threat.

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ICOMOS considers that the main threats to the property are tourism pressures and fire risk, together with urban development pressures at the edge of the buffer zone.

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### 5 Protection, conservation and management

#### Boundaries of the nominated property and buffer zone

The nominated property has an area of 409.06 ha and has no permanent inhabitants.

The buffer zone has an area of 853.71 ha; it consists of two parts: the park around the fortifications, and the non-authentic urban centre; 521 people live in the buffer zone.

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

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#### Ownership

The forest areas and land of the park are the public property of the Province of Gyeonggi-do or the local authorities. The listed historic properties are the property of the government or the municipalities, except for four Buddhist shrines, which belong to religious institutions. The property does not include any private properties.

#### Protection

The whole of the territory containing the fortifications and the monuments of Namhansanseong is a designated *National Historic Site* in accordance with the Cultural Heritage Protection Act (CHP Act, 1962-2007). It also involves an automatic protection zone extending 500 metres from the limits of the registered property.

The whole of the Namhansanseong site (property and buffer zone) has the status of a Provincial Natural Park, under the *Natural Park Act*.

In the framework of these national laws, four ordinances of the province of Gyeonggi-do directly govern the management of the property: the ordinances on the protection of the regional cultural heritage, on the Namhansanseong Management Committee, on the management of the regional parks, and on the nomination of Namhansanseong for the UNESCO World Heritage List. There is also an ordinance of Gwangju-si City relating to the local cultural heritage.

In the Namhansanseong ensemble, 218 tangible or intangible elements are today listed, and benefit from a specific protection status (national, provincial or local).

The other national Acts that cover the property are the *Act on Land Planning and Use*, the *Landscape Act* and the *Tourism Development Act*. These Acts are applied within the framework of regional and local plans for development and planning. The plans consist mainly of the *Gwangju City Urban Plan*, the provincial *Landscape Plan* and the provincial *Tourism Development Plan*. All the protection measures for the cultural property and natural property are embodied in the property's status as a provincial natural park. All alterations and building projects are subject to authorisation; they are controlled and their volume, shape and appearance are all regulated.

In its reply in February 2014, the State Party provided a more thorough description of the protection measures applicable to the property and the interior buffer zone (town of Namhansanseong).

ICOMOS considers that the current buffer zone protection measures do not sufficiently take into account the foreseeable development of tourism at the property in the coming years, and that it remains necessary to ensure that sustained attention is paid to this issue in relation to the central urban part of the buffer zone, - in all its private and public forms - so as to protect the visual expression of the outstanding universal value of the property as a whole. It is also necessary to pay attention to the urban development of the Gwangju City zone close to the outer buffer zone.

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ICOMOS considers that the legal protection in place is appropriate and effective for the property but that it is necessary to pay sustained attention to the growth of tourism at the property and in the inner buffer zone, and to urban development on the edge of the outer buffer zone.

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### Conservation

The conservation of the property concerns three main sets of elements; military elements, elements relating to the historic government of Namhansanseong, and religious and intangible elements. The conservation of natural landscape elements is complementary to those mentioned above, as it constitutes their environment and context.

Very substantial restoration and reconstruction works have been carried out, particularly since the 1970s, under the auspices of the *Namhansanseong Regional Park*. For example, by 2012, more than 98% of the fortification walls had been subjected to works of this type since 1963. Such works are strictly controlled by the *Cultural Heritage Administration* (CHA), a national body, on the basis of four stages: excavation, research, experimentation and application to works. Each stage is scientifically validated, through the involvement of the *National Institute for Cultural Heritage Research*. Local implementation of the works is the responsibility of the property's management body, *Namhansanseong Cultural and Tourism Initiatives* (NCTI). All the results of the various stages, and a compilation of works carried out, are kept in the archives of NCTI.

Sector plans for the conservation of the fortifications are regularly drawn up, following on from earlier works that can be corrected as advances are made in knowledge about the property. For example, recent researches into parapet materials (2011-2012) have revealed the precise composition of the original mortars, which called into question the restorations carried out in 1980-1990. A plan is being prepared to carry out new restorations that are in line with the recent scientific results. Restorations/reconstructions of traditional built elements (both military and civil) are carried out in accordance with similar principles.

The property's conservation plan is supplemented by a series of measures relating to the burying of telecommunications lines (2009), restaurant signage and the rehabilitation of the cobbled streets (2010). The preservation of the natural and landscape environment has led to projects for the improvement of pine tree plantations (2009) and an experiment with electric cars (2010).

The supervision and monitoring of the property's conservation are the responsibility of the Cultural Heritage Administration (CHA), a central administration of the State Party. NCTI has set up an *Emergency Cultural Heritage Repair Unit* to deal with minor damage to the property, but it can also intervene in the event of an accident or natural disaster.

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ICOMOS considers that, in the context of the framework defined by the State Party for systematic restoration/reconstruction of the elements forming the property, its general state of conservation is good, and that the conservation policy is effective; however, this policy, carried out systematically and taken to extremes, poses problems, as in the case of the total reconstruction of the emergency royal palace.

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### Management

Management structures and processes, including traditional management processes

The property is supervised by the *Cultural Foundation of Gyeonggi*, a provincial body under the responsibility of the Cultural Heritage Department and the provincial bodies in charge of nature and landscape preservation.

The technical and tourism management of the whole property is the responsibility of *Namhansanseong Cultural and Tourism Initiatives* (NCTI). This is an overarching institution, an offshoot of the Foundation that coordinates the efforts of the local operatives of the national, regional and local administrative bodies, together with the associations of volunteers involved in the conservation, management and enhancement of the property's cultural values. In all, no fewer than 14 institutions and organisations are involved in the management of the property. NCTI has an executive secretariat that handles coordination and information, and includes a body for the approval of projects. In particular, it is legally entitled to examine and authorise conservation projects. It is the guarantor of the charter drawn up between the partners. NCTI has three departments: research and conservation (9 staff), general management and promotion of the property (17 staff) and relations with residents (8 staff). Six are employed by NCTI itself, with the other staff being employed by other administrations (CHA, Province, Foundation, Municipality).

In addition, *Namhansanseong Provincial Park Office* (NPPO) is in charge of general property management with regard to plantations, green spaces and infrastructure



(trails, parking areas, etc.) for the property and the buffer zone.

The municipal staff of *Gwangju City* carry out everyday maintenance and servicing of the site (highways, cleanliness, security, etc.) and are responsible for permit procedures for building works (Municipal architecture office). An *NCTI* Emergency Cultural Heritage Repair Unit is also currently being set up.

Various complementary institutional bodies are mentioned: the *Namhansanseong World Heritage List Committee*, the *Namhansanseong Administration Committee*, and the *Namhansanseong Provincial Park Office*.

Associations of volunteers are actively involved in the conservation of the property, and they have for a long time played an important role in enhancing the property. It would seem however that the inhabitants of the property have not been sufficiently involved in the preparation of the nomination file and the determination of the property's values. It is essential to involve them in the management of the property and to enable them to participate in the *NCTI* structure that coordinates the property.

The Risk Preparedness Plan makes allowance for the various threats to the property. The *Emergency Cultural Heritage Repair Unit* already mentioned in connection with the conservation of the property can also intervene in the event of an accident or natural disaster. There is a fire station at *Namhansanseong*, which can respond rapidly to any alarm raised inside the property limits. It is staffed by 17 full-time fire brigade personnel and 20 local resident volunteers. It can be supported by reinforcements from fire stations in nearby towns and provinces. Special forest fire training drills are held. Twelve of the cultural properties have been assigned a priority fire intervention plan. Fire hydrants are installed in the park, and the wooden buildings are equipped with extinguishers. Vegetation clean-up initiatives are planned as part of an improvement plan, and fire-break corridors are to be set up in the forest (2012).

ICOMOS considers that special attention should be paid to fire protection (plan of fire hydrants and equipment in the buildings, specific fire access routes, presence of *Canadair* fire-fighting aircraft, etc.); the possibility of reinforcing the fire fighting capability should be considered.

Of the funding necessary for the conservation of the property, 70% comes from the government and 30% from the local authorities. An average of roughly 4 billion won is invested annually for conservation (2000 – 2012). The annual operating budget of *NCTI* is approximately 2 billion won, and comes from the provincial authorities. A supplementary budget is dedicated to education and cultural programmes.

The total number of professionals engaged in the conservation and maintenance of the property is 80

managers and 335 operatives (2011), of which 15 and 39 respectively are *NCTI* staff.

The required training levels and training improvement courses are led by the heads of the various local, national and international bodies involved in the study and conservation of the property.

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

The property's *Conservation and Management Plan* (CMP) brings together all elements relating to the protection, conservation and management of the property. It is a reference document which also constitutes a contract of objectives and means between all the parties in charge of the property, under the coordination of *NCTI*. Each operational chapter of the CMP contains a thematic plan, and divides the various initiatives according to geographic sectors.

The *Sustainable Tourism Plan* includes a substantial programme for monitoring tourism and visit conditions, in order to manage flows efficiently. Measures to limit numbers are in place if visitor levels become excessive, such as measures to diversify visit routes. In terms of facilities, the Plan includes the following projects:

- Improvement of visitor reception facilities (2009) (toilet facilities, signage, etc.);
- Installing of parking areas that are compatible with the landscape environment (2012). Tests are under way for the transport of visitors to the site by electric vehicles, in order to reduce pollution;
- The Cultural Programme includes everyday elements relating to visits (guides, audiovisual documentation, etc.), a vast programme of cultural and folkloric events throughout the year, and educational programmes. The emergency palace plays a central role in the promotion of cultural activities.

The *Regional Landscape Plan* and the *Local Plan* of *Gwangju City* take into account the management of the landscape impact of the development of the areas surrounding the property.

Involvement of the local communities

Local communities are involved via the Municipal Council of *Gwangju* and via the many citizens' associations already mentioned under conservation and management, some of which have played a historic role in the conservation of the property.

ICOMOS considers that the management of the property is effective, despite the large number of levels involved, and the tendency towards a proliferation of organisations of all types in its management and conservation. The management is particularly responsive in the event of material alterations, and it is also active in the enhancement of the property and its promotion to the public. The staffing seems to be adequate, and the

necessary funding is guaranteed by the involvement of the communities (State, province, municipality). However, the continuing existence of the *Emergency Cultural Heritage Repair Unit* of NCTI must be confirmed.

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ICOMOS considers that the management system for the property is appropriate in the framework of the overarching NCTI organisation. However, in view of the complexity of the management required, and the number of parties involved, NCTI's coordination role should be strengthened. It is also essential that the inhabitants of the city of Namhansanseong should be involved, in order to ensure that the values are genuinely shared by everyone. Furthermore, special attention should be paid to fire safety, very susceptible during the dry season, and to the increase in tourism levels.

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## 6 Monitoring

Systematic monitoring was established a long time ago, and efforts have always been made to cover tangible, natural and intangible cultural aspects. In practice, monitoring is organised by the overarching management structure NCTI and by the Namhansanseong Provincial Park Office, using their staff and technical facilities (including video surveillance). NCTI has 18 staff assigned full-time to the monitoring of the property and any emergency interventions that this necessitates. At a secondary level, interventions can be made by bodies of volunteers, residents of the village and the surrounding area (particularly the Namhansanseong Cultural Heritage Guardians and the Hansarang Keepers). These carry out additional monitoring and surveillance tasks; they fill in patrol reports and individual data sheets for the monitoring of the material cultural elements. The economic and social monitoring covers the monitoring of tourism and of the management system itself. Monitoring encompasses the buffer zone, particularly with regard to the economic and social impact of mass tourism and tourism infrastructures.

The main monitoring indicators, which comprise a large number of indicators and sub-indicators, are as follows:

- The fortified elements,
- Other tangible cultural elements,
- Landscape areas to be restored,
- Rites and traditions, intangible heritage,
- Tourism (focusing on black spots)
- Tourism (number of visitors),
- Various architectural, economic and social aspects of the town (buffer zone),
- The management system.

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ICOMOS considers that the monitoring system is satisfactory.

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## 7 Conclusions

ICOMOS recognises the outstanding universal value of the property, which bears witness to a rare system of a mountain emergency capital city dating back to the early 17<sup>th</sup> century. Namhansanseong is an outstanding synthesis of defensive military engineering embodying influences from several areas of the Far East, at a time when Western firearms were beginning to influence the military engineering of fortifications in this part of the world. At various points in its history, Namhansanseong has been emblematic of the values of the independence of Korea and the peaceful coexistence of various religious and philosophical beliefs.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that Namhansanseong, Republic of Korea, be inscribed on the World Heritage List on the basis of **criteria (ii) and (iv)**.

### Recommended Statement of Outstanding Universal Value

Brief synthesis

Namhansanseong was designed as an emergency capital for the Joseon dynasty (1392-1910), in a mountainous site 25 km south-east of Seoul. Its earliest remains date from the 7<sup>th</sup> century, but it was rebuilt several times, notably in anticipation of an attack by the Sino-Manchu Qing dynasty, in the early 17<sup>th</sup> century. Built and defended by Buddhist soldier-monks, it embodies a synthesis of the defensive military engineering concepts of the period, drawing on Chinese and Japanese influences, and changes in the art of fortification following the introduction of firearms from the West. A permanently inhabited city that was the provincial capital over a long period, it includes inside its fortified walls evidence of various types of military, civil and religious buildings. It has become a symbol of Korean sovereignty.

**Criterion (ii):** The system of fortifications of Namhansanseong embodies a synthesis of the art of defence in the Far East in the early 17<sup>th</sup> century. It stems from a re-examination of Chinese and Korean standards of urban fortification, and from fears aroused by new firearms from the West. Namhansanseong marks a turning point in mountain fortress design in Korea, and it went on to influence in its turn the construction of citadels in the region.

**Criterion (iv):** Namhansanseong is an outstanding example of a fortified city. Designed in the 17<sup>th</sup> century as an emergency capital for the Joseon dynasty, it was built and then defended by Buddhist soldier-monks who respected pre-existing traditions already in place.

## Integrity

The importance, diversity and extent of the property justify the integrity of its composition. It possesses a sufficient number of attributes, with clearly identified historic roles, for an understanding of its structure and of how it functioned in the past. Knowledge of the property and its history is satisfactory, particularly with regard to the various influences that guided the concepts of defensive military engineering of the citadel of Namhansanseong. However, the present-day activities, of a folkloric and neo-animistic character, or those of a sovereignist nature, do not contribute either to the integrity of the property or to its outstanding universal value.

## Authenticity

The restorations/reconstructions of the material elements of the property, notably the fortifications, have followed detailed scientific guidelines on forms, structures and materials. This activity has taken place over a long period of time and is being renewed. It is based on extensive documentation of the works throughout the history of the property. The conservation of the authenticity of the property, notably the temples and buildings made mainly of wood, follows a clearly identified and scientifically defined tradition of authenticity. However, the systematic aspect of this restoration policy seems to be excessive, and can lead to *ex nihilo* reconstructions of long-disappeared buildings, notably the royal palace, which was razed to the ground during the colonial period (late 19<sup>th</sup> century).

## Management and protection requirements

The whole of the territory containing the fortifications and monuments of Namhansanseong is designated as a national historic site, under the terms of the Cultural Heritage Protection Act. 218 tangible and intangible cultural elements are today individually listed, and have been granted specific protection status (national, provincial or local). The technical and tourism management of the cultural ensemble is the responsibility of *Namhansanseong Culture and Tourism Initiatives* (NCTI) The property itself and the buffer zone have provincial park status (NPPO), and the NPPO is in charge of the management of plantations, green spaces and infrastructures (trails, parking areas, etc.). The national Cultural Heritage Administration, the regional bodies and the municipalities concerned with the property and its buffer zone are closely involved in protection, conservation and tourism management. A large number of associations of volunteer citizens participate in the management and enhancement of the property. The Management Plan includes many sector plans, notably for the conservation of the property.

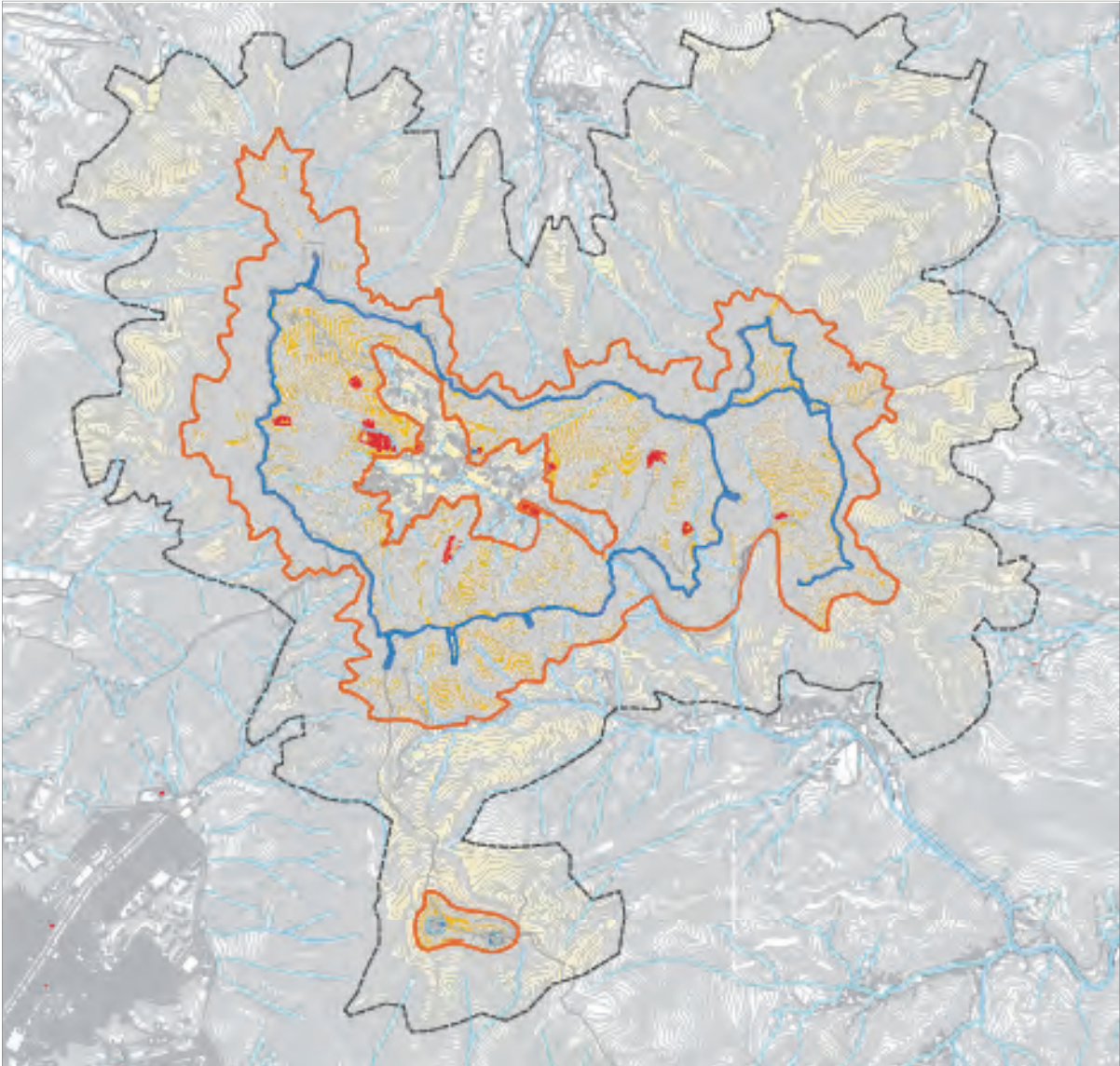
## Additional recommendations

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

- Paying sustained attention to the control of the development of tourism – in all its private and public

forms - inside the property, and in the central urban part of the buffer zone, in order to protect the visual expression of the Outstanding Universal Value of the property as a whole;

- Paying attention to the urban development of the Gwangju City zone in the proximity of the outer buffer zone;
- Focusing efforts on sharing the values of the property more effectively with the inhabitants of Namhansanseong, involving them in the management of the property, and encouraging them to participate in NCTI which coordinates the property's management;
- Taking great care with fire safety, very susceptible during the dry season, and if necessary reinforcing fire safety protection;
- Strengthening the role of the common overarching organisation NCTI in coordinating the various partners involved in the management and monitoring of the property.



Map showing the boundaries of the nominated property