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## The Antigua Naval Dockyard (Antigua and Barbuda) No 1499

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### Official name as proposed by the State Party

The Antigua Naval Dockyard and Related Archaeological Sites

### Location

Eastern Caribbean, West Indies

### Brief description

The Antigua Naval Dockyard and related archaeological sites consist of a group of Georgian naval structures, set within a walled enclosure, on a naturally-occurring series of deep narrow bays surrounded by highlands, on which defensive fortifications were constructed. The Dockyard and its related facilities were built at a time when European nations were battling for supremacy of the seas to obtain control over the lucrative sugar producing islands of the Eastern Caribbean. Antigua's location as a front-line naval dockyard facility gave the British navy a strategic advantage over its rivals at a crucial point in history.

### Category of property

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

## 1 Basic data

### Included in the Tentative List

12 February 2012

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

None

### Date received by the World Heritage Centre

27 January 2015

### Background

This is a new nomination.

### Consultations

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

### Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 31 August to 5 September 2015.

### Additional information received by ICOMOS

On 15 December 2015, ICOMOS sent a letter to the State Party requesting additional information on the justification of criterion (ii); the approval of the Environment Management Bill and the new Heritage Act; the plans for hotel and tourism facilities' expansion at Galleon Beach and Freeman's Bay; clarifications regarding the land-use maps presented in the management plan; and drafting of an implementation calendar for revising management instruments.

The response and additional information provided have been incorporated into the relevant sections of the present report.

### Date of ICOMOS approval of this report

11 March 2016

## 2 The property

### Description

The central part of the southern coast of the Island of Antigua forms a series of close bays accessible only through a narrow channel with deep waters: these bays are known collectively as English Harbour. Out of four bays forming the Harbour, only Freeman's Bay is open and visible from outside; the other three inlets – Tank Bay, Ordnance Bay and Commissioner's Bay – are all well protected and hidden from view. A system of hills protects the harbour on the landward side.

The natural setting of this side of the island offered ideal conditions as a hurricane shelter and as a place for repairing ships and vessels. The strategic value of the Harbour was exploited by the British navy between the late 17<sup>th</sup> and the first half of the 19<sup>th</sup> century. Most of the naval facilities and defensive structures, however, were erected in a short period of time between the late 18<sup>th</sup> and the early 19<sup>th</sup> century.

The Naval Dockyard encompasses an ensemble of buildings, facilities and structures with different uses that altogether made the functioning of the compound possible. Almost all the building materials, except for mortar and stone, were brought from England and other colonies.

The description of the main elements of the nominated property is carried out according to their distribution in the various areas of the compound.

### The Dockyard Naval Facility and structures

At English Harbour, the first dockyard was built at St. Helena: only a few of the original structures built in 1725 survive to this day and are still in use. The yard was subsequently enlarged and surrounded by a high brick wall which encompasses a variety of facilities.

The Engineers House (1785) was used as an office and residence for the engineers; built in brick, it exhibits Georgian architectural features. The supporting structures

of ceilings and roofs are based on the post-and-beam type system. Today it houses the Admiral's Inn hotel.

The Guard Station (1778) and the Storage Workshop (1776) form a long one-storey brick edifice built in two phases, with a steep pitched hipped roof covered with shingles. It is currently used for storage by the Dockyard maintenance department.

The Clerk's or Senior Officer's House (1855), a wooden building, is the most recent in the dockyard complex. It exhibits a Georgian Vernacular aspect and large two-storey verandas on three sides. Today it houses the Museum dedicated to Admiral Horatio Nelson and other officers and men who lived and died in the Dockyard.

The Bakery (1772) is a small stone construction built onto the perimeter wall of the yard. It still contains three ovens that supplied bread and meals; today it continues to operate as a bakery.

The Porter's Lodge, Sick House and Condemned Article Store (1778) all exhibit a similar form as the Engineer's building and were used for different functions in the operational era of the Dockyard. Today they are part of the Admiral's Inn.

The Copper and Lumber Store Building (1789) is architecturally the most significant building within the historical complex. It is a two-storey building with an inner courtyard and arched openings that allowed ventilation of the stored lumber. The external walls were built in yellow bricks with a white limestone string-course. The supporting structure of ceilings and roof is of the post-and-beam type. Today it is used as an hotel.

The Officers Quarters (1821) was built in a slightly later phase to provide accommodation for officers whose ships were being careened. It is a two-storey building built of stone, brick and wood. The ground floor contains a series of 12 cisterns where rainwater could be collected from the roof. The supporting structure of the first floor is of the wooden post-and-beam type.

The Pay Office (ca. 1807) was a simple wooden cabin built in stone and wood, with hurricane-resistant design features, such as heavy shutters, found in all the buildings, and no overhanging eaves. Today the building serves as the office of the Antigua and Barbuda UNESCO National Commission.

The Canvas and Cordage Building (1792) was a two-storey building; the largest construction in the compound, it was badly damaged during a hurricane in 1950 and only received basic repair works but was never restored.

The Seamen's Galley (1778) is a single-storey stone building for seamen and workers to prepare their meals. It was a popular social place; today it houses a restaurant.

The Mast Shed (ca. 1789) is an open and covered space for work on masts and spars. In the vicinity is located the

Saw Pit Shed (1769), which is the oldest standing structure in the Dockyard. It was built with a pit below to allow the cutting of large pieces of timber. An inclined ramp in front of the building allowed the rolling in and out of logs and timber pieces.

The Master Shipwright's Cabin (1769) is a two-storey brick edifice; it holds particular intangible value as the master shipwright and Methodist preacher John Baxter lived there. Today, the building serves as a gift shop, office and security centre.

Other significant structures are the sun dial, the brick and stone wall compound, the Sail Loft columns, the stone wharf and heave-down blocks, and the Capstan House.

#### The Archaeology and Features of English Harbour

Further relevant structures of the arsenal compound are the Ordnance Powder Magazines and the Army Ordnance complex, at Ordnance Bay, built in the early 19<sup>th</sup> century to replace wooden structures. Powder from ships being careened was stored there. Both buildings are today in residential use.

Fort Berkeley was built on the western side of the harbour entrance, on a long and thin rocky spur projecting into the sea and protecting the inner bays. Its construction began in 1704 and continued in the following decades. Its remains include the defensive walls, the powder magazine and the guard house.

Fort Charlotte was built on the opposite side of the entrance in 1745, but today little remains of this structure. An iron chain was hoisted across the bay between the two forts and raised to close the channel.

Additional significant natural features of English Harbour are the Pillars of Hercules, at the entrance of the bay, and Freeman's Bay. This latter served as a mooring station for vessels ready for service and those awaiting repair. The beach was used as a cemetery for sailors who died when ships were at anchor and it is now an archaeological site. The whole harbour preserves important underwater archaeological heritage which has only been explored to a limited extent and awaits further research.

#### The Fortifications surrounding the Dockyard

Several fortifications and defensive structures were built to protect the Dockyard during the second half of the 18<sup>th</sup> century. Beyond Forts Berkeley and Charlotte, these include Dow's Hill Fort, the Block House Complex, the Lookout Fort, the Artillery Complex, the Hospital, the Officers Quarters, and several other structures, most of which are in ruins.

#### Clarence (The Commissioner's) House

The building was erected by the British navy in 1804-1806 as the Commissioner's residence and served this purpose until 1815. It is a two-storey building, where the ground floor acts as a high basement for the main floor. This is

surrounded on all four sides by a veranda supported by wooden columns. The building suffered repeated substantial hurricane damage in 1871 and 1950, after which it was subsequently repaired, and lastly, in the 1990s; it is again under major restoration work that the dossier indicated would be completed by the end of 2015.

The complete list of the relevant buildings and structures in this area can be found on pages 35, 47, 51 and 62 of the Nomination Dossier.

### **History and development**

Archaeological research in the area has yielded scattered findings, proving that Antigua was settled as early as the Archaic Age (3200 BCE – 250 BCE) and then replaced by Ceramic Age Arawak (500 BCE – 1493 CE) people who migrated from South America and remained on the island until European settlers arrived.

English colonists first settled on Antigua in 1632. Sugar cane cultivation was introduced in the Caribbean islands around the mid 17<sup>th</sup> century and spread rapidly, granting planters and merchants enormous profits that needed to be secured. The advantages of the natural setting of English Harbour and its situation, close to the routes from and towards France, were soon to be exploited, initially by merchants based in Antigua, and then by the British navy.

The first structures to be built were Forts Berkeley and Charlotte, at the mouth of the harbour. However, it was only in 1725 that the British authorities seriously considered the potential of English Harbour, when works began at St. Helena to build a dockyard and related service structures.

In 1743 the British navy began to build a major dockyard facility: a wide range of buildings, structures and facilities, including water tanks and catchments, were erected over a period of some 40 years in the Dockyard area to service a permanent military force. This was to protect, from external and internal threats, planters' interests and to carry out raids against the competing European powers based in nearby islands. Following this period of extensive works, the harbour became the acknowledged port for vessels during the hurricane season.

A second phase of construction and expansion began in 1781 and continued for the following decades at English Harbour and on the surrounding hills, from the Blockhouse to the Lookout Point, for defensive purposes.

With British hegemony attained in 1814 and the loss of economic centrality of the Leeward Caribbean, the naval compound lost its strategic importance and its fortifications fell into progressive disuse and became obsolete. The Dockyard continued to be used until 1889 when it was decommissioned, due to the impossibility of its adaptation for larger steam vessels, which replaced sailing ships.

In the 19<sup>th</sup> century the complex suffered substantial damage on two occasions: in 1815 some buildings burnt down due to a lightning strike and in 1843 the great 19<sup>th</sup> century earthquake hit the island, destroying and damaging many structures within the compound. It was definitively abandoned in 1895 and in 1906 the Arsenal was handed over to the Antiguan Government. The compound continued to be used during the two World Wars as a military training facility and subsequently as a careening and repair complex for smaller vessels for inter-island transportation. It was only in the 1950s that the potential of the Dockyard to be converted into a heritage tourism site and yachting destination, was recognised.

In 1951, the Society of the Friends of English Harbour, inspired by the many Societies of Friends that were assisting the preservation of ancient buildings in Great Britain, was born, with the aim of preserving and conserving the Dockyard. An intense campaign of fund raising was initiated and, with the backing of members of the British Royal Family and other prominent personalities, the Society was able to raise the needed funds to restore the Dockyard structures within a period of five years. In 1961 the completion of the restoration works were celebrated and the historic compound of the Dockyard was reopened; most of the buildings and facilities have since been used for tourism or yachting, thanks also to the policy established by the Friends of English Harbour.

The construction of the Dockyard and its facilities could not have been possible without the work of generations of enslaved Africans, on whose labour the British Empire was heavily dependent. Records exist of enslaved Africans being sent by planters to contribute to the construction and operation of the naval facility, as well as of their main occupations at the Dockyard, which also included serving as soldiers in the Army, in the specially-created West India Regiments. Surprisingly, documentary and archaeological research attests that the Dockyard cemetery was not segregated and that the hospital treated all personnel affiliated with the Dockyard.

## **3 Justification for inscription, integrity and authenticity**

### **Comparative analysis**

The State Party carried out the comparative analysis looking at Naval Dockyards built in Great Britain since the 16<sup>th</sup> century and then expanding the comparison to other similar compounds in the same geo-cultural region as that of the nominated property. The comparison has been limited to the naval facilities built by the British. The selected examples have been compared with the nominated property with regard to their location, type and number of facilities and services offered, and their period of operation.

The analysis concludes that the Antigua Naval Dockyard and related archaeological sites stands out in respect to other surviving similar compounds due to its strategic location in a well-protected bay, its articulation and multiple functions, and its continuity of use for the purpose for which it was built until the present day.

ICOMOS notes that no similar complexes erected in the region and worldwide by other European powers have been examined by the comparative analysis, including properties already inscribed on the World Heritage List, e.g. Port, Fortresses and Group of Monuments, Cartagena (Colombia, 1984, (iv) and (vi)), Old Havana and its Fortification System (Cuba, 1982, (iv) and (v)) or the historic harbour of Port Louis in Mauritius, which includes the Aapravasi Ghat World Heritage property (Mauritius, 2006, (vi)), which would have been appropriate comparators, as they hold historical and strategic similarities with the nominated property.

However, ICOMOS also notes that the rarity of the surviving buildings compared to other naval dockyards has not been fully highlighted in the comparative analysis and considers that its enlargement would only strengthen the Antiguan case.

ICOMOS believes that the 18<sup>th</sup> and early 19<sup>th</sup> century buildings at English Harbour are amongst the oldest surviving examples of naval facilities remaining in the British colonies worldwide. The network of naval bases was designed to protect Britain's important colonial supply network, which provided goods that England used in large quantities but could not produce, in particular sugar and timber. These outposts did not exceed the main English naval bases in size; rather, the scale and character of the individual buildings was similar due to the similar range of building materials and building technologies used.

The Antigua Naval Dockyard is among the few dockyards throughout the world that clearly demonstrates the transition from using British prototypes to developing colonial building morphologies.

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

#### **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 unique geo-morphological attributes of a jagged bay with deep waters, surrounded by protective hills and a narrow access, were ideal for repairing and careening vessels and for providing a safe shelter, and this favoured the construction of the naval compound;
- the dockyard and its facilities and fortifications were of major strategic importance for securing British

interests in the region as they allowed the mobilisation and movement of military forces, and the repair of ships;

- the structures and facilities within the walled compound were all built in a short period of time at the end of the 18<sup>th</sup> century and today they form a unique collection of Georgian period structures in the Eastern Caribbean context;
- the construction of many facilities and the repair works at the dockyards were carried out by enslaved Africans, who were also employed as sailors and for other tasks on ships;
- many of the facilities within the nominated property are still used to repair and to construct vessels for inter-island sailing.

ICOMOS considers that this justification is appropriate: the Antigua Naval Dockyard is significant at the global level, as it contains early surviving examples of standard military buildings such as powder magazines, storehouses and barracks, erected throughout the British colonies. From the records held at the National Archives at Kew in London, one of the most substantial dockyards outside of England in the eighteenth century was located at Antigua. Few other dockyards were built outside of Great Britain, apart from Gibraltar (naval) and Bombay (merchant); all the other dockyards were on home soil. The nominated property represents a major shift in focus between protecting England and the projection of imperial power in the protection of her colonies, the purpose for which this dockyard and the subsequent facilities in Canada, Australia, Hong Kong etc. were established.

The architectural design and features of the buildings of the nominated property exhibit clearly the adaptation of British prototypes to a different climatic context and different building materials.

Finally, the contribution in labour and skills of enslaved African workers has proved to be substantial in the construction and operation of the Dockyard. The British Empire and other European powers were heavily dependent upon enslaved labour in their colonies; however, the Antiguan Naval Dockyard and its archaeological remains witness the relaxation of segregation rules in this compound, which were strictly applied elsewhere (e.g. burial sites were mixed and the same goes for hospitals).

#### **Integrity and authenticity**

##### **Integrity**

The nominated area (255ha) coincides with the former Naval Dockyard installations and its related former supporting/defensive compounds, which have been in continuous use since 1725. The partially-walled Dockyard includes an important number of historical buildings, whereas the related former supporting/defensive compounds comprise several structures currently reduced to archaeological vestiges.

Therefore, ICOMOS considers that the nominated property is of adequate size to ensure the complete representation of the features and processes which convey the significance of the nominated property and it includes all the elements necessary to understand its proposed Outstanding Universal Value.

The nominated property still retains its visual integrity, as the visual relationships and dynamics between the Dockyard complex (down at sea level) and the former military structures (on the surrounding hills) are still recognizable.

ICOMOS considers that the physical fabric of the buildings at the Dockyard and their significant features are in good condition, showing almost no signs of neglect. They retain all the elements necessary to express the features and processes which convey their significance. Most of the buildings at the Dockyard have either been restored/repared (fairly recently) or are scheduled to undergo restoration in the near future.

In this regard, ICOMOS recalls paragraph 172 of the *Operational Guidelines*, as well as the principles of the Venice Charter, and suggests the adoption of a minimal intervention approach.

On the other hand, the archaeological sites and vestiges of the military complexes that surround the Dockyard exhibit an uneven state of conservation and many of them show significant levels of decay and deterioration. Due to the high number and spatial distribution of these former military ensembles and the amount of economic resources needed for their proper conservation, the current impact of their deterioration processes is not appropriately controlled.

However, they still retain their essential relationships and visual dynamics in relation to the Dockyard. Therefore, ICOMOS considers that, if assisted by interpretation activities, they can still express the fact that they played a significant role in terms of watching over and safeguarding the Dockyard.

The buffer zone (3,873ha) follows the perimeter of the 'Nelson's Dockyard National Park' thus including an important and vast landscape which comprises scattered and less important archaeological remains, e.g. the former sugar cane windmills and a few former British secondary military structures, as well as the outer set of bigger hills ("outer ring") for defensive purposes. Therefore, ICOMOS considers that the buffer zone is of adequate size to provide the nominated property with an additional layer of protection, encompassing its immediate setting, important views, and other areas or attributes that are functionally important as a support to the property and its protection.

## Authenticity

The Dockyard is located in its original location and continues to be embedded in the same original setting. The buildings within were all originally built between the 18<sup>th</sup> and 19<sup>th</sup> centuries and retain their original form and design. Most of them even retain their original use and function, and those which do not are used for similar and/or compatible functions. Traditionally-based conservation works have used stone from the original quarries that continues to be cut and shaped by hand. Bricks and stones are recycled as often as possible. So, traditional building techniques continue to be practiced.

ICOMOS, however, considers that it would be appropriate to ensure that those parts that have been substantially restored or replaced be made distinguishable, at least in the interpretation programmes, so as not to create confusion about the historic substance of the property elements and structures in respect to restored or replaced parts. Continuous cooperation amongst conservation architects, architectural historians and archaeologists in the conception of conservation programmes, projects and works would be highly beneficial, to ensure the retention of the authenticity of materials, craftsmanship and design.

ICOMOS notes that archaeological remains are still embedded in a setting which is comparable to the original one; abandonment and neglect have caused decay but not substantial modification, so many of the fortifications and supporting facilities retain their original materials and their visual interrelationships. Their form and design have not been altered and can be appreciated through archaeology, historical research, consolidation, stabilization and interpretation. The informative potential of archaeological remains is overall retained; however, protection and maintenance strategies should be set up in order to avoid further loss of historic material.

Some structures have been built with materials that are not in accordance with the historic character of the nominated property and its elements. Although they do not undermine the overall authenticity and integrity of the nominated property, ICOMOS deems it necessary to set up a programme and guidance for the improvement of the design and quality of building materials to be used within the nominated property and the buffer zone.

In terms of functions, spirit and feeling, as well as living traditions, a number of buildings are still used for their original functions or, if not, house uses that are compatible with their character; traditional craftsmanship is still practiced by local craftsmen to repair boats and vessels.

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In conclusion, ICOMOS considers that the conditions of integrity and authenticity have been met. However, an overall conservation and maintenance programme covering all built structures and their setting is crucial and urgent to ensure that integrity and authenticity is retained and, where necessary, enhanced.

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### Criteria under which inscription is proposed

The property is nominated on the basis of cultural criteria (iv).

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 ensemble of the Georgian period naval facilities and the associated military structures were laid down and built, exploiting the natural attributes of the area (the deep waters of English Harbour, the series of hills protecting the bay, the jagged contour of the coastline and the narrow entrance), in a period when European powers were at war to expand their spheres of influence in the Caribbean. Altogether, the nominated property represents an outstanding example of a Georgian naval facility in the Caribbean context.

ICOMOS considers that the Antigua Naval Dockyard and the related archaeological sites demonstrate the process of colonisation and the global spreading of ideas, building forms and technologies by a leading naval power in the 18<sup>th</sup> century. Few other sites demonstrate this transition from British prototypes to the use of creolized colonial building forms as clearly as the Antigua Naval Dockyard and the exploitation of favourable geo-morphological features for the construction and defence of a strategic compound.

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ICOMOS considers that this criterion has been justified.

Criteria not proposed by the State Party.

Although not originally proposed by the State Party, ICOMOS found that the property had the potential to also meet criterion (ii), on the grounds of the information provided in the nomination dossier but not explicitly incorporated into the justification for the criterion.

In ICOMOS's interim report dated 15 December 2015, following dialogue with the State Party's delegation, it was requested to provide a justification also for criterion (ii).

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;*

In the additional information provided by the State Party on 20 February 2016, the State Party holds that the enslaved Africans serving the British navy and army built and worked in the Dockyard facilities in Antigua and in other colonies in several capacities and were crucial for the development of the British Empire's economy, trade and industrialisation. The buildings, facilities and archaeological remains at English Harbour bear witness to their efforts and continue to inspire their descendants.

ICOMOS concurs with the justification proposed for this criterion by the State Party and on the crucial role played by enslaved African workers in the construction, maintenance and operation of the Antigua Naval Dockyard and of many other similar compounds in the Caribbean and throughout the world, and, in general, in the colonial system and the wealth generated by the colonies.

ICOMOS, however, also found that the Antigua Naval Dockyard shows how British Admiralty building prototypes were adapted to cope with extreme climates, and the lessons learnt in the Caribbean in constructing buildings were then successfully applied in other colonies.

Clarence House, with its rooms raised for accommodation off the ground, exhibits a morphology that was adopted in a number of other British military and penal settlements until at least the 1840s. It demonstrates how English Georgian architecture was modified to suit the hot tropical climate and to counter the threat of disease, and the emergence of a distinctly colonial architecture. The Officer's Quarters and the Senior Officer's House demonstrate how building forms were adapted, by the addition of features such as storm shutters and verandas to suit the climate of the Caribbean. Few other sites demonstrate this transition from British prototypes to the use of colonial building forms as clearly as the Antigua Naval Dockyard.

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ICOMOS considers that this criterion has been justified.

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ICOMOS considers that the nominated property meets criteria (ii) and (iv) and conditions of authenticity and integrity. However, a comprehensive conservation and interpretation programme for the overall property, developed in continuous dialogue among conservation architects, architectural historians and archaeologists, defining the most appropriate levels of intervention, compatible uses for each structure, and priorities, would assist greatly in preserving the integrity and authenticity of the tangible aspects of the property. Guidance for compatible new design would be equally important.

### Description of the attributes

The natural setting of the property, including its geomorphological features, promontories, valleys, the system of the bays, the harbour, the deep waters, the series of surrounding hills, altogether make clear the strategic relevance of the property for the British to achieve supremacy in the region.

The views and visual inter-linkages among the different natural points, the defensive structures and the port facilities, contribute to demonstrating how the geomorphological features were used to maximise the advantages of the natural environment.

The semi-walled naval dockyard complex and the buildings therein, the archaeological sites and the underwater heritage, convey the sense of a secluded

military area for highly specialised activities in which the main focus and mission were the care, maintenance, security and protection of ships and vessels and of their cargoes.

#### 4 Factors affecting the property

The major factors affecting the property are of man-made origin; these include development pressure, with proposals for major hotel complex expansions (e.g. the Galleon Beach and Freeman's Bay Hotels), real estate speculation and tourism pressures.

ICOMOS requested additional information on the possible expansion of the hotel compounds.

The State Party in February 2016 responded that the Galleon Beach Hotel needs to be extensively renovated. However no plans for its renovation or expansion exist at this time. Archaeological research has been carried out in the area, in 2009 and 2013, as a preventive measure.

The other expansion area concerns the Admiral's Inn Hotel, for which six additional units in cottage style have been permitted. The State Party reports that the addition ties in with the historic and natural environment of the area and that it will be completed during 2017.

ICOMOS considers that further information on this project, that appears to have already been approved, is necessary, along with an Heritage Impact Assessment of its possible impact on the nominated property.

The nominated property and its buffer zone are under the National Park Authority's responsibility and any development proposal should comply with current building regulations/ordinances. However, considering the high development pressure, constant vigilance is crucial and corrective measures may be necessary to readdress proposals that can impact the nominated property. In particular, the projects for the expansion of the above-mentioned hotels could negatively affect the attributes of the nominated property at different levels.

In this regard, ICOMOS recalls paragraph 172 of the *Operational Guidelines* and considers that carrying out Heritage Impact Assessments for both projects as soon as possible would greatly assist the managers of the Dockyard compound in providing clear guidance to the developers and to avoid negative impacts on the property and its proposed Outstanding Universal Value.

Natural affecting factors include hurricanes, weathering, vegetal and insect infestations, fires and earthquakes. The National Parks Authority (NPA) has elaborated a Risk Preparedness and Response Manual specific to the Naval Dockyard. This is being implemented and assists the Park staff to face the natural threats. An additional natural/man-made negative factor is represented by free-grazing goat herds, which have grown in numbers and have been contributing to desertification and soil erosion. Dialogue

and consultations with the herds' owners have been initiated in order to sensitize them towards this problem, but this needs to be continued and reinforced.

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ICOMOS considers that the main threats to the property are hurricanes, vegetal and insect infestations, development pressure, real estate speculation and tourism pressures.

With regard to the above-mentioned expansion projects of the hotels at Galleon Beach and Freeman's Bay, ICOMOS recommends that specific Heritage Impact Assessments should be carried out for both projects as soon as possible and submitted to the World Heritage Committee before any final decision is taken.

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#### 5 Protection, conservation and management

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

The boundaries of the nominated property appear justified on the grounds of a historical rationale, for they coincide with the former Naval Dockyard installations and its related former supporting/defensive compounds. The rest of the boundary follows the coastline, diverging slightly to include historic structures, thus encapsulating all relevant areas and tangible elements necessary to express its OUV. It does not appear to exclude other areas that, in the light of future research, could potentially contribute to the understanding of the property.

The buffer zone corresponds to the Nelson Dockyard National Park, which is a much larger area, comprising the outer set of larger hills which had communication points in order to pass signals from one end of the island to the other. Therefore, the visual relationship of the buffer zone with the nominated property had a central and functional role in the defence of the dockyard, and fully justifies the size and contour of the buffer zone.

However, since the boundaries of both the nominated property and its buffer zone are formed by segments of a polygon and not by natural or man-made elements materialised on the ground, their vertices are not sufficiently and clearly demarcated. This point needs to be addressed both on land and in the sea.

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In conclusion, ICOMOS considers that the boundaries of the nominated property and of its buffer zone are adequate; however, their clearer demarcation on the ground would be necessary.

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##### Ownership

The Antigua Naval Dockyard and most of the land within the boundaries are owned by the Government of Antigua. However, within the nominated property some privately-owned houses exist, as well as two hotels and land. In the buffer zone, the land is mostly privately owned.

## Protection

At the national level, both the property and the buffer zone are protected by the 1984 National Parks Act which has been satisfactorily protecting the entire Park ever since, through the implementation of all the legal protection measures by its management body, the National Parks Authority (NPA).

Further means of legal protection are obtained by the 'Physical Planning Act of 2003', under which the Chief Town and Country Planner of the Development Control Authority (DCA) has the legal power to declare additional sites and structures as protected areas. In addition, another level of protection is the 'Land Use or Physical Development Plan for Antigua and Barbuda', which defines and establishes zones for appropriate land use, and identifies and strengthens the boundaries of the Nelson's Dockyard National Park as a protected area.

The above legislation collectively supports the National Parks Act, but none of it has the authority to overrule the decisions of the NPA. Building Guidelines have been designed to guide conservation interventions on historical buildings and archaeological remains, and to set standards for new architecture.

A new "Environmental Management Bill" aiming to reinforce existing environmental legislation and site management was under discussion when the dossier was submitted.

The State Party informed that the Environmental Bill was approved in September 2015. .

Finally, a new 'Heritage Act' for compliance with the '2001 Underwater Cultural Heritage Convention', was under modification to include all heritage sites and objects. Likewise, the NPA plans to implement the proposed Act's measures and standards, by establishing guidelines and high standards regarding the Dockyard's potential Underwater Cultural Heritage survey, research, identification, conservation and management.

ICOMOS considers that the legal protection will be fully adequate when the 'Environmental Management Bill' is approved and in effect. Likewise, the effective protection of the cultural attributes of the site (including terrestrial and underwater heritage), needs the above-mentioned 'Heritage Act', to be approved and in effect.

In its December 2015 interim report, ICOMOS requested updated additional information on the approval process of the two new Bills.

The State Party responded that the Environment Bill was approved in September 2015, whilst the draft of the new Cultural Heritage Act was being finalised and its approval by the Parliament was expected by March 2016.

ICOMOS considers that the approval of the new 'Environmental Management Bill' represents an important step forward for the protection of the nominated property.

Likewise, the effective protection of the cultural attributes of the site (including terrestrial and underwater heritage), needs for the above-mentioned 'Heritage Act' to be approved and in effect.

As for the protective measures, in ICOMOS's view, the existing Building Guidelines need to be expanded, strengthened and made widely known to professionals and to the public.

ICOMOS also requested the State Party to submit an implementation calendar for the revision of the above-mentioned Guidelines.

The State Party responded that the Building Guidelines were being updated and their finalisation expected by the end of February 2016.

ICOMOS welcomes this information and would be grateful to receive a copy of the revised Building Guidelines.

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In conclusion, ICOMOS considers that the legal protection in place will be fully adequate when the revised Heritage Act is approved and implemented. The protective measures will be adequate when the current Building Guidelines are revised and their standards strengthened.

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## Conservation

The NPA Heritage Department is responsible for monitoring, documentation and research of the property. It collects and stores information, drawings, photographs and records of activities, work, use and repairs/restoration of all buildings in the site (including the Dockyard and related archaeological sites), as well as those in the buffer zone.

However, architectural survey updates of historic buildings or archaeological sites are only done according to need and/or if they are programmed for conservation/restoration works. This means that much of the cultural heritage (especially the archaeological sites) does not necessarily possess updated surveys. This represents a considerable gap in terms of baseline information, for Antigua is a hurricane-prone island and a number of storms have already caused great damage to the historic structures of the property in the past.

The overall state of conservation of the nominated property is uneven. The historical buildings within the Dockyard are in a very good state of conservation. Since the Dockyard is the living heart of the Park, its buildings and historical structures have been either restored or partially reconstructed to their original states so as to have all the Dockyard facilities in the best state possible.

On the other hand, there are only a few examples of archaeological ensembles in a fairly good state of conservation, and the rest of the many other archaeological ensembles show significant levels of decay.



As far the buildings at the Dockyard are concerned (including "The Clarence House"), the conservation measures appear overall to be fairly appropriate to preserve the authenticity and integrity of the nominated property. The NPA still uses traditional building methods for repair, maintenance and restoration. However, there is a tendency to remake/reconstruct a little bit more than is necessary, in every conservation intervention. Clarence House is undergoing a comprehensive conservation programme, the completion of which is expected by the end of 2015.

With regard to the archaeological sites and remains, ICOMOS notes that most of the archaeological ensembles show a lack of implementation of any kind of conservation measures, but for a number of them there are ideas and hopes for restoration and reconstruction (partially or even completely), on the basis of the original historical British plans.

ICOMOS considers that a commendable effort has been, and is being made to ensure the conservation of the buildings within the naval compound. However, ICOMOS notes that the archaeological sites and structures have not been the object of the same care as the buildings and lack proper stabilization and maintenance. Additionally, there is a tendency to over-restore and to reconstruct extensive parts of the buildings.

ICOMOS considers that reconstruction should not be the main goal of conservation or the prevalent practice, even if based on reliable historical documentation, considering that today there are many alternative means of making understandable past times and life. This holds particularly true for archaeological remains, for which stabilization, protection and preventive maintenance should be the preferred options.

In order to ensure an adequate level of attention to all attributes of the property, ICOMOS considers that a comprehensive conservation and maintenance plan, with priorities, timetables and funding requirements to take proper control over the ongoing deterioration processes, should be elaborated. This should include guidance on the most appropriate level of intervention in relation to the specific contribution of each structure in illustrating the Outstanding Universal Value of the nominated property and of its authenticity.

In its interim report, ICOMOS requested the State Party to provide an implementation calendar for the elaboration of a conservation and maintenance plan.

The State Party responded on 20 February and transmitted a first outline of the conservation plan under elaboration with the assistance of an international conservation expert. The expert has already developed an initial draft for the conservation plan and, according to the time-frame submitted by the State Party, it will be completed by mid-March 2016.

ICOMOS considers that the outline of the conservation plan submitted in February represents a valid point of departure for its further development into a full conservation plan, which needs to be complemented by an inventory of the structures comprised within the nominated property and by the documentation of their physical condition and state of conservation, as a basis for programming and budgeting. In this regard ICOMOS considers that some more time than that allocated by the State Party may be needed to elaborate a full conservation and maintenance plan.

In conclusion, ICOMOS notes that great efforts have been made for the conservation of the structures of the nominated property. However, ICOMOS also considers that reconstruction should not be the main goal of conservation or the prevalent practice, even if based on reliable historical documentation, particularly in the case of archaeological remains. ICOMOS considers that the initiated conservation and maintenance plan should be fully developed, accompanied by an inventory, priorities, timetables and funding requirements. Forms of interpretation and presentation of conservation works should also be envisaged to avoid confusion over the authenticity and integrity of the restored historic structures.

## **Management**

Management structures and processes, including traditional management processes

The NPA is, by law (since 1984), the sole body responsible for the park's management. The structure of the NPA's Board comprises a Chairman, the Chief Town and Country Planner, the Permanent Secretary for the Ministry responsible, and five directors. The Minister responsible, in consultation with Cabinet, chooses the appointed directors. They are usually selected according to their skills and professions.

The Board then hires a Commissioner who in turn (and in consultation with the Board) employs a complete management staff to carry out the workings and management of the site. In addition, the NPA currently employs some 80 persons directly, and several thousand persons indirectly, within the businesses/industries created by the Park. These staff include qualified personnel in the areas of the yachting sector, hotels, restaurants, taxi and transportation services, retail and professional services, and many others.

The management structure includes 8 departments. These are: Heritage, Yachting Services (which manages the marina and also assists with restoration efforts), Financial control, Security, Interpretation Centre, Visitor Services, Marketing and Hotel management, Human resources, Maintenance and grounds management. The above-mentioned managers submit quarterly reports and annual budget estimates. Management meetings are routinely held quarterly, and prior to, and after, every major event.

The current management system has been in place for over 30 years and, in general terms, has proven fairly effective and comprehensive. However, as much as the NPA is making a great management effort, ICOMOS found that certain aspects of management require attention and strengthening.

In particular, in ICOMOS's view, one specialist in architectural conservation and one historian of architecture should be consulted as soon as possible with a view to integrating these professionals into the management staff in the medium- to long-term, so as to ensure that conservation works are carried out according to internationally-accepted principles and practices.

In the additional information submitted in February 2016 the State Party explains that in Antigua no conservation architect is available, therefore the State Party has recruited one from abroad.

ICOMOS acknowledges the promptness of the State Party's response to this issue. Nevertheless, ICOMOS suggests that it would be strategically wise if the State Party, possibly in cooperation with other small island State Parties in the Caribbean, were to undertake steps to ensure that in the medium- to long- term, conservation professionals are available from within the Island.

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

The system relies on the National Parks Development and Management Plan, which is specifically prepared under the provisions of sub-section 10 (2) of the Antigua and Barbuda National Parks Act (1984). In general terms, the management plan has proven fairly effective and comprehensive. In addition, the NPA has a strong annual 'Marketing Plan', containing marketing and promotional ideas, plans and sub-plans, for increasing its income each year.

ICOMOS, however, notes that both the Plan and the management have an excessive focus on aspects such as finances, the marina, hotels, visitors, tourism, and marketing, but have not given as much attention to the importance of properly managing and preserving and enhancing the physical attributes that make explicit the Outstanding Universal Value of the nominated property.

In its interim report, ICOMOS has asked the State Party to revise the Management Plan so as to centre its objectives and strategies on the proposed Outstanding Universal Value.

The State Party responded that the Management Plan was under revision to make it consistent with the requirements for World Heritage status and its approval was expected by April 2016. A carrying capacity study was initiated and this is planned to be completed in August 2016.

ICOMOS considers that, with the completion of the conservation and maintenance plan, this is an important step to ensure the perpetuation of the values of the nominated property, ICOMOS observes that the revision of the Management Plan according to the requirements for a World Heritage property may need some more time than that allocated by the State Party. ICOMOS would be equally grateful that the State Party submits the revised Management Plan for review.

ICOMOS further notes that there are discrepancies between the land-use map named "Nelson's Dockyard National Park current land use plan" presented on p. 17 of the document *Annex 12 – current management plan* and the map presented on p. 18 named "Nelson Dockyard National Park land use plan". The former shows an expansion of the zone for tourism and residency at the expense of the conservation area. This appears particularly concerning as the areas for which land-use change is envisaged are particularly sensitive due to their vicinity to the very heart of the historic dockyard and their visual connections between the Lookout Point and Fort Charlotte.

ICOMOS considers that a revision of the Management Plan and related instruments, particularly of the land-use zone plan (p.17 of the Management Plan), is crucial. The land uses should be based on the Outstanding Universal Value of the nominated property and on the preservation and enhancement of its attributes, both cultural and natural, and their visual interrelations, so as to ensure that the nominated property conveys effectively its significance, and its integrity is not undermined.

In this regard, ICOMOS asked in its interim report that the State Party revises the perimeter of the zoning of the land-use plan in order to be in line with the Outstanding Universal Value.

The State Party submitted a revised map in which the zone comprised between the promontory enclosing Freeman Bay and the Tourism Zone of Galleon Beach has now been assigned conservation land-use status, while in one of the maps previously submitted in the nomination dossier it was indicated as a tourism/residential zone. This revision of the land-use has not been ratified yet.

ICOMOS considers that the modification of the land-use designation as a conservation one for this area is particularly important for the preservation of the values of the nominated property and it would be grateful to receive information on the time-scale for the ratification of this land-use designation.

The catalogue of heritage resources indicated at paragraph 4.4.2 of the current Management Plan should be promptly elaborated; assessment of the relevance and contribution of each heritage resource should be made with reference to the proposed Outstanding Universal Value of the nominated property.

The State Party informed that a Conservation Strategy and Policy Document is under preparation as an expansion of the Conservation Plan and its completion is expected by June 2017.

ICOMOS considers that the Conservation Plan, the Conservation Strategy and Policy Document, and the Management Plan are mutually interrelated; the Management Plan needs to allocate adequate resources for the above documents to be implemented.

Identification of views and visual inter-linkages important in explaining the defensive functions of the natural setting, with its series of hills and of the fortifications built there, is crucial to ensure that development pressures do not interrupt these connections. In this regard, ICOMOS believes that a landscape approach would provide great benefit to the management plan, its land-use zoning, and building guidelines.

Development needs should preferably be satisfied in appropriate areas of the buffer zone instead of within the nominated property, which seems already rather densely utilized for tourism purposes.

In this regard, ICOMOS suggests that reference to the Resource Manual "Managing Cultural World Heritage" and systematic use of the Heritage Impact Assessment process for development projects, would greatly assist the State Party and the NPA in developing the appropriate management instruments and guidance for the nominated property and its buffer zone.

The nominated property has low and high tourist seasons, due to its hurricane-prone climate. The peak season covers about 4 months (November – March), during which English Harbour may reach 15,000 visitors per month and up to 100-120 boats docked at any one time. Additional pressure comes from great numbers of cruisers which can arrive at the Dockyard historic area at the same time, creating sudden intense traffic flows.

Data on visitors are collected from various sources and are used to produce statistics, but only for financial and budgeting purposes. ICOMOS considers that there is an urgent need to develop a scientific study on the carrying capacity of the Dockyard and related archaeological sites, so as to build a sound and heritage-sensitive visitor and tourism strategy that is sustainable and does not damage the nominated property and its immediate setting.

The NPA has initiated different forms of communication and interpretation for the property; these include an interpretation centre, signage and information panels at the Dockyard. Media coverage includes books, periodicals, lectures, documentaries on the history, and also on the annual archaeological programme.

ICOMOS further considers that there is a need to set up signage and interpretation instruments for other buildings and archaeological sites within the property, to help visitors understand and appreciate its heritage values.

#### Involvement of the local communities

The UNESCO National Commission, in partnership with the NPA, began a public awareness campaign and education programme to inform citizens about the nominated property. However, local communities do not appear to have really been involved in preparing the nomination, nor in the protection, conservation or management of the site. However, in spite of that, the overall impression is that they are fully aware of the site management and its current World Heritage nomination and thus fully support the current NPA plans, programs and administration. Furthermore, there seems to be a good relationship between the NPA and the local communities, from which the NPA outsources specific professional services. So, the locals benefit directly or indirectly from all the visitors and tourism activities that take place.

ICOMOS considers that the close and solid cooperation between the management staff, a conservation architect and an historian of architecture now being established should be continued, with a view to integrating these professional positions into the NPA staff in the medium- to long-term. The revision of the Management Plan according to World Heritage requirements, focussing on the Outstanding Universal Value and its related attributes, needs to be completed. The land-use zoning map as amended and submitted in February 2016 needs to be ratified. ICOMOS recommends that a systematic application, for all development projects at their early stages, of Heritage Impact Assessments, following ICOMOS's Guidance, is needed to assist decision-making. The existing Building Guidelines should be revised and expanded to set up orientation for compatible new design and to reinforce guidance for conservation works. ICOMOS considers that the management system for the property should be extended to include a heritage-sensitive visitor and tourism strategy, based on the results of a scientific study on the carrying capacity of the nominated property, with regard to visitors and related development pressures.

## 6 Monitoring

The rationale for the monitoring presented in the nomination dossier appears reasonable and the listed monitoring activities appear justified to measure the state of conservation of the property and its attributes. However, in ICOMOS's view, these monitoring activities should also address management effectiveness, through appropriate indicators. Finally, ICOMOS notes that in the table presented on p. 158 -159 of the nomination dossier there is some confusion between indicators and objectives of the monitoring.

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In conclusion, ICOMOS considers that the monitoring strategy should be extended to assess also management effectiveness and indicators revised accordingly.

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## 7 Conclusions

The Antigua Naval Dockyard and related archaeological sites is comprised of an ensemble of 18<sup>th</sup> - 19<sup>th</sup> century port service facilities and buildings, laid down on the two promontories that shape the narrow bays of English Harbour, as well as the natural setting of the harbour and the surrounding hills and the defensive structures built atop them.

The nominated property includes one of the largest surviving ranges of dockyard buildings dating from the late 18<sup>th</sup> century erected in the colonies, and which have vanished from other contemporary dockyards worldwide.

The buildings erected within also demonstrate how building forms were adapted to suit the climate of the Caribbean and the emergence of a distinctly colonial architecture. The design of the buildings demonstrates the progressive adaptation of construction techniques typical of the British navy to different geographical contexts.

ICOMOS considers that the nominated property is an outstanding example of an impressive British naval, military and defensive compound from the Georgian period. It exhibits technological qualities that also contributed to its preservation as well as an exceptional landscape character. This Arsenal gave the British navy a strategic advantage in maintaining control over the Caribbean and the lucrative sugar cane production. Enslaved African workers were crucial in the construction and operation of this Arsenal, as in many others, and thereby contributed to the building of colonial fortunes.

ICOMOS notes that major efforts have been made by the State Party to ensure the protection and the conservation of the nominated property since the 1950s and then from 1984, with the institution of the National Park. The protection of the nominated property is based on an array of legal and planning instruments and this has proven to be fairly effective; however, recent affecting factors need to be addressed through new legal tools which currently await approval.

However, ICOMOS also notes that the nominated property is under considerable development and tourism pressure and the current management plan is not entirely satisfactory as it has a strong focus on development and pays less attention to the much-needed conservation and maintenance of all structures that contribute to making comprehensible the significance of the nominated property.

Currently, two projects for the expansion of two major hotels within the nominated property are under NPA evaluation, but additional ones may emerge in the future.

Gaining control over the ongoing deterioration caused by weathering, infestation, lack of maintenance and stabilisation of a number of large archaeological structures and buildings, currently not dealt with, is a major undertaking that requires clear objectives, as well as human, financial and technical resources.

Even more efforts are needed to address development and tourism pressures, as this requires the involvement of a number of stakeholders that may hold conflicting views, and the ability to forecast future trends vis-à-vis the carrying capacity of the nominated property.

ICOMOS considers that the 30 years of effective protection and management of the Antigua Dockyard National Park represents a guarantee for the future management of the property; however, establishing an agreed implementation calendar for the strengthening of the management and the conservation of the property would be beneficial for the effective safeguarding of the property's Outstanding Universal Value and its attributes.

The additional information provided by the State Party in February 2016 demonstrates its full engagement for the protection and management of property in full respect of its Outstanding Universal Value; however, many of the measures that have been undertaken by the State Party are in their early stages and require continued efforts to achieve completion.

## 8 Recommendations

### Recommendations with respect to inscription

ICOMOS recommends that Antigua Naval Dockyard and Related Archaeological Sites, Antigua and Barbuda, be inscribed on the World Heritage List on the basis of **criteria (ii) and (iv)**.

### Recommended Statement of Outstanding Universal Value

#### Brief synthesis

The Antigua Naval Dockyard and its Related Archaeological Sites consists of a group of Georgian Naval structures, set within a walled enclosure, on a naturally-occurring series of deep narrow bays surrounded by highlands on which defensive fortifications were constructed. The Dockyard and its related facilities were built at a time when European nations were battling for supremacy of the seas to obtain control over the lucrative sugar-producing islands of the Eastern Caribbean. Antigua's location as a front-line naval dockyard facility gave the British navy a strategic advantage over its rivals at a crucial point in history.

The construction and operation of the Antigua Naval Dockyard were made possible through the labour and skills of enslaved Africans, whose contribution was crucial for the establishment of the facility and, more widely, for the development of the British Empire, trade and industrialisation.

**Criterion (ii):** The Antigua Naval Dockyard and its Related Archaeological Sites exhibit an important exchange of human values over a span of time within the Caribbean and between this region and the rest of the Commonwealth, on developments in architecture, technology and exploitation of natural topographical features for strategic military purposes. The enslaved Africans toiling in the service of the British navy and army built and worked the facilities that were critical to the development of the British Empire, trade and industrialisation. The Georgian Period buildings and the archaeological structures and remains stand as testimony to their efforts and continue to influence the architectural, social and economic development of their descendants.

The Antigua Naval Dockyard exceptionally shows how British Admiralty building prototypes were adapted to cope with extremes of climate, and the lessons learnt in the Caribbean in erecting such buildings were subsequently successfully applied in other colonies. Among the most prominent witnesses of this interchange, Clarence House demonstrates how English Georgian architecture was modified to suit the hot tropical climate and to counter the threat of disease, and the emergence of a distinctly colonial Caribbean Georgian architecture; and the Officers Quarters and the Senior Officer's House demonstrate how building forms were adapted, by the addition of features such as storm shutters and verandas, to suit the climate of the Caribbean. Few other sites demonstrate this transition from British prototypes to the use of colonial building forms as clearly as the Antigua Naval Dockyard.

**Criterion (iv):** The ensemble of the Antigua Naval Dockyard and its Related Archaeological Sites were laid down and built exploiting the natural attributes of the area (the deep waters of English Harbour, the series of hills protecting the bay, the jagged contours of the coastline, and the narrow entrance) in a period when European powers were at war to expand their spheres of influence in the Caribbean. Altogether, the property represents an outstanding example of a Georgian naval facility in the Caribbean context.

The Antigua Naval Dockyard and its Related Archaeological Sites demonstrate the process of colonisation and the global spread of ideas, building forms and technologies by a leading naval power in the 18<sup>th</sup> century. Few other sites demonstrate this transition from British prototypes to the use of colonial building forms as clearly as the Antigua Naval Dockyard and the exploitation of favourable geo-morphological features for the construction and defence of a strategic compound.

## Integrity

The nominated area (255ha) coincides with the former Naval Dockyard installations and its related former supporting/defensive compounds, which have been in continuous use since 1725. The partially-walled Dockyard includes an important number of historical buildings, whereas the related former supporting/defensive compounds comprise several structures nowadays reduced to archaeological remains. The property still retains its visual integrity and the visual relationships and dynamics between the Dockyard complex (down at sea level) and the former military structures (in the surrounding hills) are still recognizable. Most of the buildings at the Dockyard have either been restored/repared (fairly recently) or are scheduled to undergo restoration in the near future. On the other hand, archaeological structures outside the Dockyard exhibit an uneven state of conservation that will benefit from a comprehensive conservation strategy based on the adoption of a minimal intervention approach.

## Authenticity

The Dockyard is located on its original site and continues to be embedded in the same original setting. The buildings within were all originally built between the 18<sup>th</sup> and 19<sup>th</sup> centuries and retain their original form and design. Most of them even retain their use and function, and those which do not are used for similar and/or compatible functions. The authenticity of the property in terms of materials, craftsmanship and design will benefit from a continuous cooperation amongst conservation architects, architectural historians and archaeologists in the conception of conservation programmes, projects and works. Archaeological remains are still embedded in a setting which is comparable to the original one; many of the fortifications and supporting facilities retain their original materials and their visual interrelations. Their form and design have not been altered and can be appreciated through archaeology, historical research, consolidation, stabilization and interpretation. The informative potential of archaeological vestiges is overall retained; however, protection and maintenance strategies should be set up in order to avoid further loss of historic substance.

## Protection and Management requirements

The Antigua Naval Dockyard and Related Archaeological Sites have been protected as a National Park since 1984 under the National Parks Act and managed by the National Parks Authority (NPA). Further means of legal protection are obtained by the recently approved new 'Environmental Management Bill' (2015) the forthcoming new 'Heritage Act', the 'Physical Planning Act' (2003), and the 'Land Use or Physical Development Plan for Antigua and Barbuda', which defines and establishes zones for appropriate land use. Building Guidelines have been designed to orient conservation interventions of historical buildings and archaeological remains and to set standards for new architecture and new guidelines; high standards

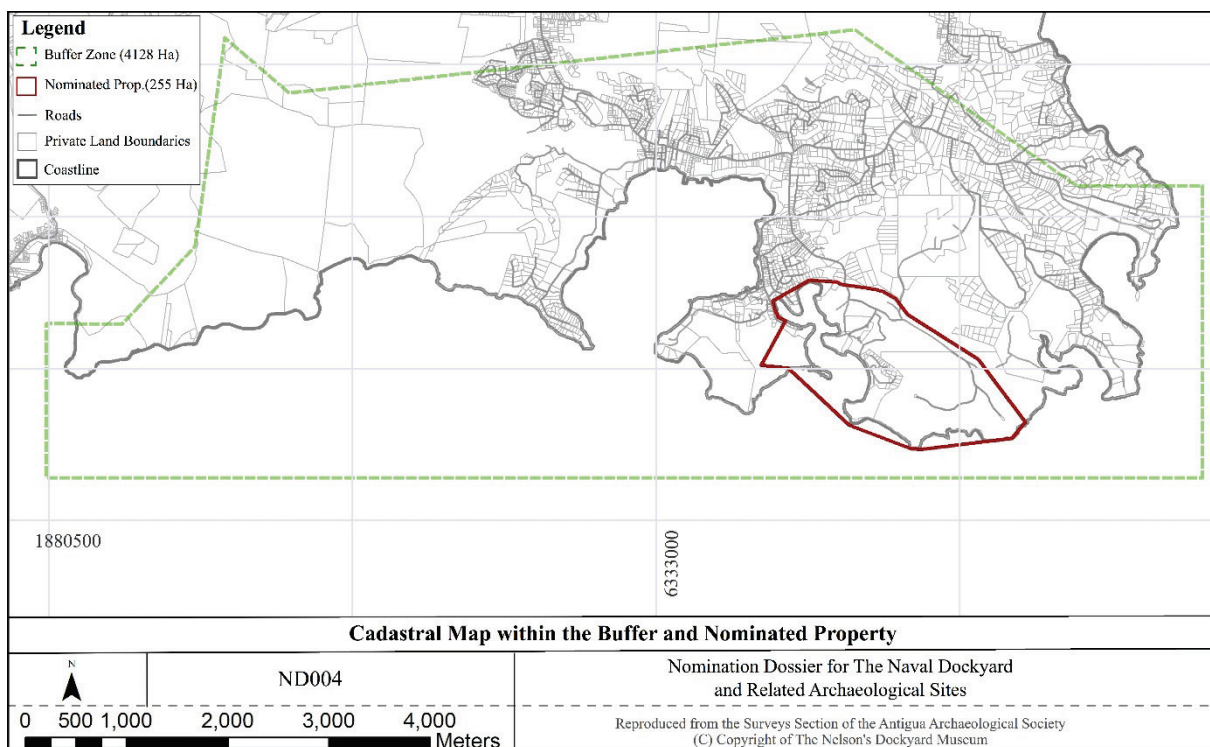
regarding the Dockyard's potential Underwater Cultural Heritage are also needed.

The system relies on the National Parks Development and Management Plan, which is specifically prepared under the provisions of sub-section 10 (2) of the Antigua and Barbuda National Parks Act (1984). The Management Plan, with its objectives and its operational instruments (land use zoning plan, action plan, conservation plan, marketing plan, guidelines, etc.) forms an integrated management framework that needs to focus on the Outstanding Universal Value of the Antigua Naval Dockyard and Related Archaeological Sites so as to ensure its effective management as a World Heritage property.

#### **Additional recommendations**

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

- Approving the revision of the land-use zone plan as illustrated in the map submitted in the additional information provided in February 2016 so that it is aligned with the main aim of safeguarding the Outstanding Universal Value of the property and the attributes supporting it;
  - Completing the revision of the Management Plan so as to focus it on the sustenance of the Outstanding Universal Value of the property and to ensure that it is complemented by:
    - revised building guidelines for the conservation of the built and archaeological structures and compatible new design would assist in managing effectively the property and its values;
    - a Heritage Impact Assessment approach for all development projects concerning the property and its buffer zone;
    - a scientific study to assess the carrying capacity of the property for tourism and related pressures and a tourism and visitor strategy;
    - an interpretation programme for the restored structures with improved signage;
    - an improved monitoring system with appropriate indicators.
  - Approving and putting into effect the new Heritage Act as soon as possible;
  - Completing the comprehensive conservation and maintenance programme for the structures and archaeological remains, taking into account the specific contribution of each of the heritage resources in conveying the property's Outstanding Universal Value and complementing it with graphic technical documentation of the historic/archaeological structures within the property, as baseline information;
- Submitting a comprehensive and updated report on the implementation of the above recommendations by 1 December 2016 and 1 December 2017 for review by the World Heritage Centre and ICOMOS.



Map showing the boundaries of the nominated property



English Harbour – General view



Aerial view of Blockhouse complex with Cistern, Gun Platforms and Powder Magazine





Fort Berkeley



Guard Station



Artillery building



Clarence House south view