
Strasbourg, Grande-Île and Neustadt (France)

No 495bis

Official name as proposed by the State Party

Strasbourg, Grande-Île and *Neustadt*

Location

Bas-Rhin department

Grand Est region

France

Brief description

The property initially inscribed as “Strasbourg – Grande île” was limited to the old centre of the city, known as the “Grande île”. The proposed extension comprises the most significant elements of the new town (*Neustadt*) that are related to the old town visually and in landscape terms. In the *Neustadt*, the administrative centre, built around the *Kaiserplatz* (today the Place de la République), is linked to the University Palace via the imperial axis. The creation of the *Neustadt*, designed and built under the German administration (1870-1918) while respecting the urban heritage, reinforced the bi-cultural character of the city, and culminated in a picturesque urban landscape characterised by the strong presence of water.

Category of property

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

1 Basic data

Included in the Tentative List

2 February 2015

International Assistance from the World Heritage Fund for preparing the Nomination

None

Date received by the World Heritage Centre

22 January 2016

Background

This is an extension of the property “Strasbourg – Grande île”, inscribed on the World Heritage List on the basis of criteria (i), (ii) and (iv) at the 12th session of the World Heritage Committee (CONF 001 XIV.A, 1988).

The property initially inscribed, with an area of 94 hectares, had no buffer zone at the time of inscription, which led the World Heritage Committee at its 31st session (Christchurch, 2007) to adopt the following decision (31 COM 8B.71):

The World Heritage Committee,

1. Having examined Documents WHC-07/31.COM/8B.Add and WHC-07/31.COM/INF.8B1.Add,

2. Recommends that the State Party reconsider the buffer zone for Strasbourg - Grande Île, France, in order to delineate an area which gives more effective protection to the inscribed property and its setting.

The buffer zone was to be proposed when the request was made for the revision and extension of the property, following the periodic report of 2014 in which the State Party mentions that it will propose a revision and an extension of the inscription of the current property to include part of the urban extension constructed under the German Empire (the *Neustadt*) together with a buffer zone. This revision was intended to make the delineation of the boundaries of the property coherent with the content of the retrospective Statement of Outstanding Universal Value.

Consultations

ICOMOS consulted several independent experts.

Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 12 to 14 September 2016.

Additional information received by ICOMOS

On 16 January 2017, an intermediate report was sent by ICOMOS to the State Party concerning the declaration of Outstanding Universal Value, development plans, the property boundaries and intervention plans.

The State Party replied on 24 February 2017, sending additional documentation which has been taken into account in this evaluation.

Date of ICOMOS approval of this report

10 March 2017

2 The property

Description

The property initially inscribed in 1988, “Strasbourg – Grande île”, covered an area of 94 hectares and had no buffer zone. It was described as a geographically coherent “insular ellipse” formed by two branches of the River Ill, whose highest point was the site of the Roman outpost founded in 12 BC which marked the origin of Strasbourg. Throughout the Middle Ages, and until the 13th century, the borough had the same boundaries as the site.

The property is presented as a model of continuous and organic development, with several elements of concerted urbanism (Place Kléber, on the site of the unfinished 18th century Place d’Armes; the Grande Percée in the early 20th century), perfectly illustrating the history of Strasbourg, with a particular focus on the period from the Middle Ages to the 18th century. It is characterised by chronological diversity, of which the cathedral’s architecture provides a condensed illustration, and by typological diversity, ranging from urban

houses to public edifices and the cathedral. It includes most of the prestigious religious buildings and large *hôtels particuliers* and palaces of the 18th century, including some which bear witness to the economic development of Strasbourg from the 14th to the 16th century, and the amenities of a modern city (banks, insurance companies, tourism businesses, and shops).

The strategic role of Strasbourg was reinforced by its position on the River Ill, a tributary of the Rhine, which until the 17th century was an obligatory place of passage on the shortest route between France and Central Europe. The city of Strasbourg thus benefited from its location as a terrestrial and river route centre at the heart of the Rhine basin in both the military and commercial fields, and the creation of waterways linked to the River Ill and the Rhine had a powerful impact on the urban form and landscape of Strasbourg.

Furthermore, ever since the Middle Ages, the quarter of La Petite France and the Ponts-Couverts site have attracted economic activities linked to water. The landscape of this quarter is dominated by the defensive nature of the four 13th century towers that mark the entrance to the city.

While the Medieval urban fabric of the Grande-Île is still preserved today, it is important to note that amidst this historic group of buildings, the streets corresponding to La Grande Percée, with its wave-like trace, bear the imprint of the modernisation that was introduced in the early 20th century. This intervention to modernise the historic centre of the city formed part of the project to extend and modernise the city that was implemented by the German administration at the time of the annexation of Alsace (1871-1918). This *Neustadt*, or new town, constitutes the proposed extension.

The proposed extension, revised in the light of the ICOMOS Interim Report, increases the total area of the property to 183 hectares, with a buffer zone of 709 hectares for the whole of the property and a distant perspective zone of 624 hectares. It comprises the most significant elements of the new town, that is the university campus, the administrative quarter and the residential quarter surrounding it, which have a visual and landscape relationship with the old town. The new town, or *Neustadt*, was designed and built to blend in with the landscape of the historic centre.

The plan to extend the city of Strasbourg at that time was drawn up to ensure a functional distribution of space: the seats of power and the administration are grouped together around the *Kaiserplatz* (today known as the Place Impériale) and *Kaiser-Wilhelm-Strasse* (Avenue de la Liberté). The educational institutions are grouped together on the imperial campus, which is surrounded by residential districts. Furthermore, complementarity with the old town is ensured as most of the shops and leisure amenities are located in the historic centre.

This functional complementarity between the old town and the *Neustadt* is paralleled at landscape level by visual perspectives (view of the cathedral from the Avenue de la

Paix) and by careful attention to detail in the transitional spaces between the two component parts. Furthermore, the proposed extension enables the inclusion of the banks on either side of the two branches of the River Ill, which should preserve the ancient urban landscape and the river scenography of the Grande-Île, the property initially inscribed on the World Heritage List.

Furthermore, the proposed extension includes 41 buildings that are protected by historic monument status. This figure, added to the 129 protected buildings in the initially listed property, makes a total of 170. The proposed buffer zone contains 48 protected buildings.

History and development

The initially inscribed property was limited to the Grande-Île, the historic centre of Strasbourg. Its origin can be traced back to the Roman military outpost built on the site in 12 BC. Until the end of the 9th century Strasbourg remained divided between the influence of the Romance and the Germanic worlds. The Bishop of Strasbourg initiated the construction of the cathedral in 1015. Built in the spirit of East European Romanesque, close to the intersection of the ancient *cardo* and *decumanus*, the first cathedral was replaced in 1190 when construction began on a Gothic edifice inspired by the cathedrals of Chartres and Reims.

Strasbourg was granted the status of a free city in 1262, and new fortifications were built in 1202-1220, and then in 1228-1344 with square towers, of which five survive today (four at the Ponts-Couverts, and one at the Place de l'Hôpital). The city's development culminated in the completion of the cathedral and its spire in 1439. At the end of the 15th century, Strasbourg played an essential role in the development of the printing technique invented by Gutenberg. It was also in Strasbourg that Martin Luther's works were published in 1521. It became one of the major centres for the spread of Protestantism, and its cathedral became Protestant.

In 1621, Strasbourg was granted permission by Emperor Ferdinand II to found four faculties (Art, Medicine, Law and Theology). Its role as a university centre was again confirmed, and extended, during the city's second Germanic period (1871-1918).

The city was annexed by the Kingdom of France in 1681, and the balance of power shifted in favour of the nobles and the king's representative (the *préteur royal*). Militarily however, Strasbourg continued to occupy a strategically important position, and was thus transformed into a bastion on the Rhine, with the construction of the citadel designed by Sébastien Le Prestre de Vauban, and built under the supervision of Jacques Tarade in 1686-1700. A plan to enhance the city's appearance was designed in 1765 by the architect Jacques-François Blondel, a member of the Académie royale d'architecture. The presence of French architecture was reinforced by the construction of the Palais Rohan (1732-1741) between the Place de la cathédrale and the River Ill, and of a large number of *hôtels particuliers*, the Hôtel de ville, the Hôtel du Gouverneur-Militaire, and the Hôtel du Grand Doyenné. The Place du

marché aux chevaux, today the Place Broglie, was transformed into a tree-lined avenue in 1740. The great organ of the cathedral was rebuilt in 1716 by the German Andreas Silbermann.

Various steps were taken in the 19th century to modernise the city. Work began in 1840 to fill the leather tanners' ditch, which ran from the tanners' district to the Place Broglie. Canals were created between the Rhône and the Rhine in 1832, and then between the Rhine and the Marne, to improve the port situation.

In 1871 the Prussian authorities made Strasbourg the capital of the *Reichsland* of Elsass-Lothringen, and this led to its transformation into an imperial capital. The old fortifications were demolished and new forts were built around the city. A major extension of the city was also planned: a new town (*Neustadt*) was built.

The *Neustadt*, whose most significant components are included in the proposed extension, was designed and built from the 1870s onwards. The construction project was intended to showcase German knowhow and excellence in the capital of the *Reichsland* of Elsass-Lothringen. It also led to the development of the concept of the large city (*Großstadt*), in which engineering, architecture and urbanism are combined to create the urban landscape. At the same time, the districts of the old town that had been destroyed by the war were reconstructed, and the public edifices were rebuilt in identical form, with the exception of the Temple Neuf church.

The construction of the *Neustadt*, for which huge resources were made available, tripled the area of the city, and doubled its housing capacity. The administrative centre, consisting of a group of buildings centring on the *Kaiserplatz* (today the Place de la République) – the Emperor's palace, the ministries, the imperial library and the regional parliament – was linked along the imperial axis to the University Palace. All these buildings and urban areas are included in the proposed extension. The university, designed in the mid-1870s, is one of the major poles of attraction of the new town.

Visual continuity in the architecture of the initial property and the proposed extension was made possible by the genesis, after 1870, of a local regionalist movement represented by a group of architects and the emergence of an "Alsatian Renaissance". This was reflected in the protection of the monuments and the defence of regional building and craft traditions. Buildings inspired by this movement, such as the present-day Lycée des Pontonniers and the Municipal Baths, enabled a transition between the old and new towns by creating fine transitional connections while reinforcing the characteristic traits of the urban landscape of Strasbourg.

After World War I, Strasbourg again became part of France. The town not only retained the same Building Regulations (adopted in 1892), and continued the same social housing policy, but also continued the sanitation and urban renewal work in the historic centre already under way, and

committed itself to preserving the buildings, elements and characteristics of German urbanism that had been introduced in Strasbourg.

3 Justification for inscription, integrity and authenticity

Comparative analysis

The extension proposal dossier provides a comparative analysis of the property as a whole (the nominated property and the proposed extension), based on comparisons with some fifteen cities which have or have not undergone an urban extension. The State Party refers to cities that are comparable with Strasbourg, either because of their historic urban landscape, or the presence of foreign influences or simply the urban extensions. In the case of cities with urban extensions, the comparative analysis is based on a comparison of objectives and the period in which the extensions were built.

The point of departure of the analysis is that the urban extension of Strasbourg (the *Neustadt*) has sought both to preserve the spirit of the Medieval town, and to ensure that the two urban components (old and new) relate to each other in visual terms.

The State Party's comparison with Edinburgh shows that the two cities have undergone a sizeable extension based on coherent plans, that the extensions have similar names (*Neustadt* and New Town), and that in both cases great care was taken with regard to the extension's impact on the urban landscape and its relationship with the old town. However, the extension of Edinburgh took place one century earlier, and in a context of cultural continuity, whereas Strasbourg's extension was carried out under the influence of another culture.

In the comparison with the city of Vienna, the State Party demonstrates that the Austrian city underwent an extension in the early 18th century of a first new town, situated outside the existing walls, and that the new extension in the second half of the 19th century consisted in fact of altering the fortifications themselves. The urbanistic issues are therefore different from the case of Strasbourg, where the extension was intended to create a new town that embodied continuity with the old town.

The urban extension of Cologne, whose size was sufficiently large, unfortunately suffered large-scale destruction during World War II, making visibility of the city's history today very problematic. Furthermore, the extension of Cologne was not intended to create a centre of government, which was the case in Strasbourg.

The comparison with the city of Lille, whose history and military functions are similar to those of Strasbourg, shows that its extension in 1858 probably served as a blueprint for that of Strasbourg. A number of principles of urban composition are common to both: the use of a monumental square to connect the old town with the extension; the construction of dual carriageways on the

site of the former fortifications; and the use of radiating streets to connect the new districts with the new gates of the old town. The extension in Lille differs however from Strasbourg because of its relative lack of monuments, and above all the cultural continuity of its urbanistic references.

Rabat, the Moroccan city where an urban extension was built in the early 20th century under the French protectorate, is also compared to the proposed extension. Like Strasbourg, Rabat's extension was created under the influence of a foreign culture, and it has other similarities with the French city: creation of an administrative centre, juxtaposition with the old town, production of refined architecture, and the intention of developing modern urbanism and using the site and certain ancient monuments to give the new town a picturesque dimension. The differences between the two are the slightly later date of the Rabat extension (the 1920s) and the better functional integration in Strasbourg between the old and modern towns.

ICOMOS notes that the comparison with the Polish city of Poznan, which underwent a German urban extension in the same period, deserves its place in the analysis. The comparison shows that Poznan has undergone two extensions on the initiative of the Germanic authorities, compared with only one for Strasbourg. The first was conducted by the Prussian authorities and began towards the end of the 17th century, affecting the western outskirts of the town and resulting in the demolition of the old fortifications. The city still has some streets dating from this period. The second extension was contemporary with that of Strasbourg, and took place after 1871. As in Strasbourg, the second extension in Poznan consisted of the construction of an imperial palace, an opera, and the seat of the royal academy, which today is a university. To set against these similarities, the Poznan extension took place in two phases, with almost a century between them. Furthermore, the two Poznan extensions combined cannot provide an overview of modern European urbanism theories in the way that Strasbourg does.

ICOMOS considers that the comparative analysis shows that the city of Strasbourg and the proposed extension are distinctive as a result of the spirit of multicultural synthesis they embody in terms of urbanism and architecture. The proposed extension, which corresponds to one of the first urbanistic projects of the German empire, is an extremely ambitious illustration of a remarkable political and cultural determination to assert a new kind of modernity. However, although the product of a synthesis of Austro-German urbanistic theories of the time, the proposed extension remains directly influenced by French urbanism thought and practices, and particularly those of Baron Haussmann.

This singular situation has given rise to a synthesis of ancient and modern in which the old and new towns generate a complementarity that was deliberately intended from the design stage onwards.

Lastly, ICOMOS notes that Strasbourg's state of conservation is better than those of the German cities, which underwent major extensions at the same period, and that Strasbourg has almost totally preserved this heritage.

ICOMOS considers that the comparative analysis justifies consideration of the proposed extension for the World Heritage List.

Justification of Outstanding Universal Value

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

- The proposed extension, the *Neustadt*, is harmoniously linked to the old town by axes of communication and fine perspectives. It has enabled the creation of a specific urban landscape in Strasbourg, in that Germanic and French influences have enabled the composition of an urban space that combines constructions representing significant periods in European history. They form a built ensemble that expresses unity and continuity, independently of changes in the nation to which it belongs.
- Taking its inspiration from the stylistic principles of the Renaissance, and of German historicism, the proposed extension, the *Neustadt*, is consistent with the architectural spirit of the property, which bears the imprint of major historic periods and of historicist and eclectic architecture of regionalist inspiration.
- By achieving a successful synthesis of Austro-German and French urban theories, the proposed extension has enabled the city of Strasbourg to make a significant contribution to the history of European urbanism.

ICOMOS considers that this justification is appropriate, and that it reinforces the justification for the original inscription nomination. The justification of the initially inscribed property hardly mentioned certain elements forming part of the property, in particular the Grande Percée (with the integration of department stores and new amenities such as cinemas, hotels, etc.), and the construction of bridges and buildings that provide transitional connections between the old town and the *Neustadt*. In fact, the need for a full understanding of the structure of the initially inscribed property, which consists of indissociable old and modern parts, made this proposed extension necessary.

ICOMOS also notes that "Strasbourg – Grande île" was inscribed on the World Heritage List in 1988, on the basis of criteria (i), (ii) and (iv) and that criterion (i) was specifically linked to the cathedral as a unique achievement, even though the property was identified as an urban centre. ICOMOS considers that criterion (i) does not apply to the whole of the inscribed property or to its

extension, as only the cathedral can be considered to "represent a masterpiece of human creative genius".

Integrity and authenticity

Integrity

All the attributes of the various chronological stages that contribute to the Outstanding Universal Value of the property and its extension are present in the boundaries of the nominated property. The Cathedral of Strasbourg is well preserved, and continues to dominate the urban landscape, as it did when it was first built.

In the Grande-Île the Medieval urban fabric is preserved in the land parcels. This characteristic has not been changed by the destruction resulting from the wars between 1870 and 1944, as most of the rebuilding has been in keeping with the urban fabric and with the volumes of the local area. Furthermore, the proposed extension was constructed concomitantly with the modernisation and sanitation of the old town in a way that was jointly beneficial.

The new town, or *Neustadt* was conceived in a spirit of functional complementarity and landscape continuity with the historic centre. Accordingly, its construction enabled the preservation of the historic built structure, and led to a harmonious relationship between the two components, modern and ancient. Built as it was in one piece, it is outstanding for its urbanistic qualities and powerfully linked to the old town by spatial relationships and street layout. Its state of conservation is satisfactory, as the 80 hectare area covered by the extension proposal has remained unchanged, and 95% of its original buildings have been preserved. The rehabilitation of the Campus currently under way seems to be respectful of the property's heritage values.

The proposed extension includes the most significant elements of the new town that have a visual and landscape relationship with the historic centre, but it does not include the eastern parts of the *Neustadt* that have lost their authenticity because of large-scale intervention during the 20th century.

Over the last few decades the initially inscribed property has seen its population diminish, but municipal policies – preservation, restoration, facade renovation, and urban renewal – seem to be proving effective in containing the decline in population and revitalising the city centre.

ICOMOS notes however that there have been inappropriate interventions, in earlier periods and even recently, adversely affecting the integrity of the property and its extension. This is the case of the Printemps department store. To rectify this situation, ICOMOS recommended in its Interim Report the introduction of appropriate measures, including the creation of a committee of experts tasked with preventing this kind of problem from arising inside the property boundaries. In its reply in February 2017, the State Party informed ICOMOS

that a Committee of Experts of the type recommended was currently being set up, under the auspices of the Mayor of Strasbourg.

Furthermore, ICOMOS in the same report had asked the State Party to consider including all buildings with a facade that is visible from the riverbanks of the Grande-Île. In its reply, the State Party also informed ICOMOS of the inclusion of the said buildings in the boundaries of the proposed extension.

Authenticity

The State Party considers that the built heritage inside the property boundaries has been preserved in terms of its physical state, as contemporary interventions have respected, and ensured continuity with, the existing built structure. The characteristic traits of the urban landscape have been preserved.

All the edifices that embody the Outstanding Universal Value of the Grande-Île and the proposed extension, whether monuments or privately-owned buildings, are in a good state of conservation.

ICOMOS considers that the general appearance of the Grande-Île, its plan and its form have remained unchanged for centuries. The land parcels have also remained largely unchanged and the public spaces still have the same general form. Over the last few years they have been upgraded as a result of a policy aimed at providing greater access for pedestrians, which has led to alterations for rehabilitation purposes. Districts favoured by tourists, such as the Place Benjamin Zix alongside the River Ill, form part of this town of Medieval appearance with buildings that have remained intact.

Today the public and private buildings are on the whole in a good condition in terms of authenticity and conservation. The large public buildings damaged by bombardment in 1870 and World War II (e.g. Palais Rohan, the former customs house, the Aubette and the Opera) have been rebuilt, maintaining the original volumes and the general appearance of the facades.

In the Grande-Île, facade restoration programmes from the 1960s to the 1980s involving thorough cleaning led to some losses of surface finish, although care was taken with regard to details and particularly to the choice of colours.

The major public edifices of the *Neustadt* are also in a good state of authenticity. With the exception of some large-scale interventions, as with the Bibliothèque nationale et universitaire (BNU), the original substance has been respected, and alterations made in recent decades such as repainting are now gradually being eliminated. In certain specific cases, evidence of past destruction is left visible, as in the Salle des fêtes of the Palais du Rhin.

ICOMOS notes however that there is a problem maintaining the conditions of authenticity in the case of privately-owned buildings. Behind the facades, some modernisation and renovation interventions have failed to comply with authorisations, which has an impact on the property's authenticity. The regulations applying to the protected sector, and above all policing and control capabilities, do not seem to be adequate to ensure that restoration work is compliant in terms of respecting original materials and how they are applied. Furthermore, the use of unsuitable colours may have a disconcerting effect. ICOMOS therefore strongly recommends that the training of the municipal construction police service should be reinforced.

ICOMOS also notes that the preservation of its heritage has not prevented the City of Strasbourg from holding on to its customary values. While the city as a whole is a dynamic regional capital and a pole of attraction for tertiary activities and commerce, the old town and the *Neustadt* have remained districts that are used by local people in their everyday lives. They are quite densely inhabited and used by shops and by the service sector.

ICOMOS considers that the conditions of integrity and authenticity have been met.

Criteria under which inscription is proposed

The extension is nominated for inscription on the basis of criteria (i), (ii) et (iv). The same criteria are thus proposed for the extension and for the existing world heritage property.

Criterion (i): *represent a masterpiece of human creative genius*;

This criterion is justified by the State Party on the grounds that the Gothic cathedral of Strasbourg, with its 142-metre spire, is a unique edifice, whose structure remained a technically unequalled achievement until the 19th century. The plan for the urban extension of the *Neustadt* of 1880 constitutes an innovative monumental composition combining an orthogonal layout, axes of monumental compositions, and perspectives of the cathedral and other urban landmarks, which together result in successful visual integration and functional complementarity with the old town. The curved trace of the Grande-Percée, in the Grande-Île, completes this process of integration while introducing elements of modernisation and hygiene in the historic centre.

ICOMOS considers that criterion (i) cannot be applied to the whole of the inscribed property and its extension, which, with the exception of the cathedral, cannot be considered to "represent a masterpiece of human creative genius". The proposed extension includes a set of interesting edifices, all forming an integral part of a monumental urban composition, but neither the edifices, nor the urban composition of the *Neustadt*, which are comparable with other examples of the same period, can be considered as a "masterpiece of human creative genius". Furthermore, a statement covering only the

cathedral for criterion (i) would not be in line with current World Heritage practice for Statements of Outstanding Universal Value.

In its reply in February 2017, the State Party emphasised that the technical and decorative design of the tower and the spire were historically unprecedented, and that in 1988 also the ICOMOS recommendation concerning the application of criterion (i) did not correspond to the coherent practice of world heritage concepts, as at the time this criterion did not apply to the whole property, but to only one element of the property. On the basis of this point, and the quality of the urban composition of Strasbourg, whose structure has constantly preserved the centrality of the cathedral spire through perspectives, and which can as a result be considered a masterpiece, the State Party submitted a new justification for criterion (i) in the documentation provided in February 2017 as follows:

Since the completion of the northern spire of the cathedral in 1439, the urban skyline of Strasbourg has been inseparable from this unique architectural achievement. The change in urban traces, and the development of perspectives and new districts have, right up to the 20th century, composed a unique ensemble, indissociable from the federating signal it constitutes, which is exemplary of human creative genius applied to the edification of cities.

ICOMOS considers that, despite the new justification proposed for criterion (i) by the State Party, it remains difficult to contemplate granting the status of "masterpiece of human creative genius" to the urban composition of the City of Strasbourg, and considers that criterion (i) has not been demonstrated.

ICOMOS considers that it has not been demonstrated that the proposed extension reinforces this criterion.

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 the Grande-Île and the *Neustadt* provide a setting which expresses a hybrid architectural and urbanistic culture generated by the influence of the French and Germanic cultures.

The *Neustadt* takes the inspiration for its urban composition from the Haussmannian model, while adopting a Germanic architectural vocabulary for its edifices. Moreover, by drawing on the urban theories developed by German architects and by the Austrian Camillo Sitte, it achieves a distinctive synthesis of European identity.

ICOMOS approves the justification, as the proposed extension does indeed reflect an important interchange of human values between French and German cultures in town-planning and the creation of a distinctive urban

landscape during the period of German administration of the city of Strasbourg.

ICOMOS considers that it has been shown that the proposed extension reinforces this criterion.

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 city of Strasbourg, which unites the Grande-Île with the *Neustadt*, is a typical example of a city of Rhineland Europe, and has the particular characteristic of having become a European capital.

The Medieval urban fabric, which itself forms part of the original ancient layout of the town, is still preserved, and provides a setting for a unique ensemble of domestic Rhineland architecture built between the 15th and 17th centuries. The characteristic features of the architecture in the historic centre are stepped gables, half-timbering, oriel windows on facades, and Dutch gables.

Typified by the Palais Rohan, designed by the king's architect Robert de Cotte, the *hôtels particuliers* bear witness to the introduction of French classical architecture in the 18th century. This style, expressive of royal power, is particularly present in and around the Place Broglie and the Rue Brûlée. Finally, in the Rue du Dôme, the *hôtels particuliers* make references to local building traditions, which combine the Régence style with the Germanic tradition.

The urban extension of 1871-1918 led to the genesis of a modern and functional city which combines technical progress with the hygienist thinking that came to the fore from the end of the 19th century. The *Neustadt* includes institutional buildings and religious monuments in and around the modern-day Place de la République (*Kaiserplatz*) and the imperial axis leading up to the university, with the new residential districts that are still well preserved.

ICOMOS considers that by being incorporated in the fabric of the old town through well-designed perspectives and transitional connections, the proposed extension has enabled the preservation and enrichment of Strasbourg's architectural and urban heritage, while enhancing it with a modern and distinctive group of monumental buildings. Moreover, through the synthesis of Austro-German and French urbanistic theories that the proposed extension embodies, it has enabled the preservation, development and extension of a singular urban landscape bearing the imprint of the strong presence of water, and the creation of an urban composition that is typical of Rhineland Europe.

ICOMOS considers that it has been shown that the proposed extension reinforces this criterion.

In conclusion, ICOMOS considers that the proposed extension meets the conditions of integrity of authenticity, and reinforces criteria (ii) and (iv), but does not reinforce criterion (i).

Description of the attributes

The elements or attributes of the Outstanding Universal Value of the inscribed property and the proposed extension are the Grande-Île and the well preserved parts of the *Neustadt*. The Grande-Île is presented as a model of continuous and organic development with some elements of concerted urbanism (Place Kléber, on the site of the unfinished 18th century Place d'Armes; the Grande Percée of the early 20th century). This illustration of the history of Strasbourg, particularly from the Middle Ages to the 18th century, is characterised by chronological diversity, of which the cathedral provides a condensed view, and by typological diversity, ranging from urban houses to the public edifices and the cathedral. The Grande-Île includes prestigious religious buildings (Cathedral and St. Paul's Church) and large 18th century *hôtels particuliers* and palaces, such as the Palais Rohan. In this ensemble, the Petite France district and the Ponts-Couverts site, both of which bear witness to water-related economic activities dating back to the Middle Ages, have a landscape dominated by the defensive character of the four 13th century towers that stand at the entrance to the town. On the other hand, inside this historic ensemble – marked by a well-preserved Medieval fabric – it is important to note the streets corresponding to the Grande Percée, with its wave-like trace, bearing the imprint of the modernisation that was introduced in the early 20th century.

The Grande-Île is linked to the proposed extension by some twenty bridges, including the Ponts-Couverts, and the Pont Saint-Thomas (a "Polonceau" bridge). The Place Broglie, formerly the municipal heart of the old town, is connected to the *Kaiserplatz*, the monumental square of the *Neustadt*, by a bridge. From the Rue de la Paix in the *Neustadt* a perspective of the cathedral spire provides a visual link between the old town and the new town.

The proposed extension includes the still well-preserved edifices and districts of the new town, that is the administrative centre, centring on the monumental *Kaiserplatz* (today the Place de la République), and the University Palace with the Observatory and the Botanical Institute and Gardens, together with the residential districts surrounding the campus. The two groups of buildings, that is the administrative centre and the campus, are connected by the imperial axis.

The proposed extension contains 41 protected buildings with historic monument status. When added to the 129 protected buildings in the Grande-Île, this makes a total of 170. The proposed buffer zone contains 48 protected buildings.

4 Factors affecting the property

Real estate, land and social pressures on the city centre of Strasbourg are relatively high. ICOMOS notes that a long-term strategy has led to a new balance in the uses of public space, by reducing the proportion assigned to cars and encouraging public transport, more environment-friendly means of transport and above all pedestrians. A transport network has been built with five tramway lines passing through the city centre (a sixth line is planned). Substantial investments have been made to facilitate the use of bicycles (560 km of cycle lanes), and at present one-quarter of journeys in the city centre are made by bicycle. Several important squares and streets in the old town have been converted into pedestrian areas.

The danger of city centre depopulation is being successfully tackled. Population in this area had been declining up to 1982, but since then it has increased. City-centre housing is being encouraged by a number of measures, and owners are supported in maintaining and modernising their apartments. The city is also looking to strike a balance between the various uses of the city: local residency, tourism and nightlife. A nightlife charter has attenuated the conflicts between these different uses.

However, ICOMOS has noted that economic pressures are sufficiently strong to bring about the construction of buildings such as the 15-storey Valentin-Sorg Tower, which has challenged the exclusive visual dominance of the cathedral. ICOMOS has therefore encouraged the State Party to consider setting up a committee of experts to examine any major project inside the boundaries of the nominated property, so as to support the Architecte des bâtiments de France (ABF), and to consider stepping up the training of the municipal construction police service so as to better control interior alterations for all restoration projects.

In its response in February 2017, the State Party informed ICOMOS that a Committee of Experts was currently being set up, to assist the Mayor of Strasbourg in this task. The committee will be officially set up by the municipal council in the second half of 2017, and its first meeting should take place at the start of 2018.

As for the municipal construction police service, the State Party highlights two problems. The first is the inadequacy of regular monitoring of work when in progress, and the second the lack of sanctions if rules are infringed. The State Party stresses that several measures have been taken to rectify these problems. Firstly three actions are scheduled in the management plan: action sheet 9, "Advise and facilitate formalities and access to information"; action sheet 10, "Train the professionals who intervene on the ancient heritage"; and action sheet 11, "Reinforce the expertise of the local authority to conserve built structure authenticity". It should be noted that heritage conservation training for construction police service instructors and controllers forms part of this programme. Furthermore, the departments of the City of

Strasbourg have scheduled a meeting with the Public Prosecutor to raise awareness in the Justice services about the challenges of heritage preservation.

In its Interim Report, ICOMOS noted that fire was one of the major risks for the historic centre. The city has specific intervention plans for listed establishments and for sensitive amenities, but not for the blocks of the historic heart of the city. In its reply, the State Party notes that action sheet 13 in the Management plan – "Creating a cartographic tool to enable firefighters to access the heart of the blocks" – is a response to this issue. It indicates that horizontal fire propagation risks have already been mapped, and that a solution for determining volumes per block, and a tool to provide accessibility to all street facades for a ladder truck are currently being developed. The whole system should be operational by 2018.

According to the State Party, the 1996 flood risk prevention plan for the Strasbourg conurbation showed that there is no risk of flooding of the property, and that this conclusion is still valid.

Problems of excessive frequentation arise only on certain specific weekends in December, when the Christmas markets are held. Tourist visits in the *Neustadt* are basically limited to the Place de la République, and it seems that the extension of the inscription will not significantly change the number of tourists.

Nevertheless, tourism pressure is visible in the garish appearance of some tourist facilities (a tendency the city is managing to limit fairly well), and in the extent to which apartments are being transformed into clandestine tourist accommodation. The City and Eurometropolis of Strasbourg has taken exemplary measures to combat this trend. Each owner is allowed to rent only one apartment through Airbnb, the apartment has to be reconverted into a "normal" residential apartment after seven years, and stringent controls are in place to identify private accommodation that is rented out on a commercial basis, to ensure that taxes are paid, and to make sure safety standards are applied.

ICOMOS notes that, as explained in the nomination dossier, there is a lack of tools for regular and specific monitoring and evaluation of tourism activity in the central area of the property.

ICOMOS considers that the main threats to the property are fire risk, and the economic pressures resulting from urban development and tourism.

5 Protection, conservation and management

Boundaries of the nominated property and buffer zone

The boundaries of the property and the proposed extension have been determined by including the central

districts of the city of Strasbourg that embody the claims of Outstanding Universal Value. This choice is systematically based on the land parcel subdivisions set out in the cadastral plan of 2013-2014. The urban ensemble thus delineated, organised around the cathedral, is coherent and has landscape qualities that have been demonstrated. It contains in concentrated form all the significant examples of the city's cultural heritage, and has a strong historic identity.

The buffer zone covers an area of 709 hectares around the boundary of the property.

In its Interim Report, ICOMOS noted that the principle of including all buildings with a facade visible from the riverbanks was adequate in order to delineate the boundaries of the property. It pointed out however that, in the case of streets opening out into junctions and thus deepening the visible space, this principle had not been fully complied with, and asked the State Party to resolve this issue by including all buildings whose facades are visible from the riverbanks of the Grande-Île. In its response, the State Party agreed to this request and took action to correct this omission. As a result, the area of the whole listed property and the proposed extension has risen from 182 to 183 hectares.

With regard to the *Neustadt*, the eastern part (whose integrity has been adversely affected by intervention on a massive scale) has quite correctly not been included in the nominated property.

ICOMOS considers that the boundaries of the property and of the proposed extension are well defined, and that they now contain all the elements needed to express the property's Outstanding Universal Value, and also those which, thanks to research, could help in arriving at a better understanding of these values in the future. The property and the proposed extension are almost entirely covered by the historic monuments protection perimeters (500 metres around each one). Furthermore, the whole of the property, including the proposed extension, is included in the safeguarded sector of 1974, for which a revision-extension procedure has been under way since 2011, and whose new designation will be "outstanding heritage sector".

The boundaries of the buffer zone, which contains 48 protected buildings and the corresponding protection area, seem satisfactory. However, the non-inclusion of the adjacent land, and the land beyond the eastern and southern basins, may represent a risk for the future. The same is true for the areas to the north and north-west, where the buffer zone does not go far enough.

In its Interim Report, ICOMOS recommended that consideration should be given to extending the buffer zone to the south, east, north and north-west.

In its response, the State Party argues that the buffer zone boundaries were delineated in a morphologically, physically and historically coherent way, corresponding to

the trace of the fortifications of 1880 (i.e. the city limits in 1878). The boundary also corresponds to physical limit-markers: to the west the ditch of the ramparts, and to the north-west the canal between the Marne and the Rhine, the Bassin des Remparts and the Bassin Dusuzeau, and the Bassin du Port de l'Hôpital. Its perimeter coincides with the limits of the city centre. Furthermore, the State Party indicates that the spaces ICOMOS proposed to include in the buffer zone consist in fact of land formerly in the military glacis defence zone, which is considered as a space for "natural" extension of the city. The land in question has been considered as metropolitan since the 1920s, and its occupation is well controlled, as it is largely managed by public institutions and local authorities (only 11% of the land is privately owned). The appearance of this land is enhanced by a belt of parks and gardens, and by projects that are structural in their scope (but with substantial restrictions on the floor area of buildings), a policy of controlling the structure of links between the city centre and its outskirts, and a policy of encouraging innovative contemporary architecture.

For all these reasons, the State Party proposes maintaining the buffer zone boundary already proposed, and the creation of a distant perspective zone in the land which ICOMOS proposed including in the buffer zone; this would be in line with the Xi'an Declaration on the Conservation of the Setting of Heritage Structures, Sites and Areas (ICOMOS, 2005). Moreover, the State Party proposes to carry out a "heritage and landscape impact study" of the whole of the distant perspective zone, to be completed by the end of 2018, and to establish a specific "Development and Scheduling Guideline" for the distant perspective, to be completed in 2019. Furthermore, this study will be submitted to the local world heritage committee for assessment, and significant projects affecting the distant perspective zone will be submitted to the Mayor's Committee of Experts.

ICOMOS considers that the arguments put forward by the State Party for conserving the buffer zone boundary are reasonably convincing, and that the creation of a distant perspective zone and the implementation of the measures proposed offer an acceptable level of guarantees for the protection of the proposed property.

ICOMOS considers that the boundaries of the property and the proposed extension, and those of the buffer zone and the distant perspective zone are adequate.

Ownership

The great majority of the area of the property belongs to private owners. The public spaces are the property of the City of Strasbourg. The majority of the public buildings belong to the state, or to the city. The River Ill, which forms part of the state's public domain, is administered by the French waterways authority (*Voies navigables de France*).

Protection

The property and the proposed extension are covered by several types of legal protection:

- The Heritage Code of 2004, Book VI, and more specifically the provisions concerning historic monuments, sites and protected areas apply to 170 monuments, of which 52 have registered status and 118 have listed status, and which as a result benefit from a cumulative perimeter of visual protection (500 metres around each monument) which is more extensive than the buffer zone.
- The regulations of the safeguarded sector, pursuant to the Urbanism Code of 1954 and the Local Urban Plan (PLU), which covers the management of urban development.
- The Environment Code of 2000, for the protection of registered and listed sites (18 sites), and for flood protection.
- The “Creative liberty, architecture and heritage” law of 7 July 2016, whereby the “safeguarded sector” protection system is superseded by a new system that ensures identical protection in the future for outstanding urban ensembles, under the new designation of “outstanding heritage sector”.

In 1974, a safeguarded sector of 73 hectares was created, covering part of the Grande-Île and part of two districts to the south (Krutenu and Finkwiller). The regulations state, among other things, that all restoration work must be carried out while respecting the original materials and their application methods. In 2011 a decision was taken to revise and extend the sector safeguarded in 1974, and the implementation of this measure is already under way (2011-2019). The safeguarded sector revision-extension covers the whole of the initially inscribed property and the proposed extension. Furthermore, the revision is also intended to safeguard the urban landscape, and the landscape quality of the rivers and riverbanks. ICOMOS urges the State Party to finalise the revision of the Safeguarding and Enhancement Plan (PSMV).

As part of the overall protection system, all building permits inside the property boundaries and inside almost the whole of the buffer zone require compliance approval from the Architecte des Bâtiments de France (ABF), because of the 500m “co-visibility” rule. Bearing in mind the considerable work this involves, it seems that the departments of the ABF are not adequately staffed to enable the satisfactory examination and monitoring of all projects. In its Interim Report, ICOMOS thus recommended that the State Party should make available to the ABF all the necessary human and material resources. In its reply, the State Party stresses that the application of the heritage regulations requires the expertise of several services which act together in a concerted way. First of all there is the Architecture and Heritage Unit of the Bas-Rhin Department (ABF services), which is tasked with investigating requests for permits to carry out works inside the property boundaries. The Regional Historic Monuments Conservation Unit and the Regional Archaeology Service are competent for protected monuments included in the property. In addition, the Municipal Construction Police Service employs two architects responsible for the protected sector, a consultant architect, and an instructor architect.

The State Party recommends a set of measures to make this system more efficient (training of the Construction Police Service controllers and instructors, raising the awareness of the services of the Justice Ministry, raising the awareness of the owners and prime contractors), and suggests that the future creation of the Centre d’interprétation de l’Architecture et du Patrimoine (Architecture and Heritage Interpretation Centre) constitutes a very useful supplement to this system.

Various legal instruments regulate the interventions and actions that are possible within the boundaries of the property and the buffer zone. The Territorial Cohesion Scheme (SCOT) coordinates spatial effects. The Local Urbanism Plan (PLU) regulates building volumes, with a maximum building height of 20 metres which also applies in the buffer zone. The PLU includes a heritage section. Work is under way in this sector: it will result in detailed data sheets for buildings, complexes, spatial units, green areas, etc.

ICOMOS considers that the protection measures described have been proven to be effective, and also notes the positive links the municipality maintains with the associations that take an interest in the city’s historic heritage.

ICOMOS considers that the legal protection in place is satisfactory. ICOMOS urges the State Party to finalise the revision of the Safeguarding and Enhancement Plan (PSMV).

Conservation

ICOMOS notes that abundant archive sources and documentation are available, but that fundamental research into the history of Strasbourg is neither adequate nor systematic. One example is the book on the *Neustadt*, whose two volumes were compiled in around 1980, and which have not been followed up using modern research methods, or on the basis of research about the built structure itself.

A list of the land parcels included in the property has been drawn up, based on the cadastral plan of 2013-2014. In addition, 170 protected monuments are listed and documented by the *Conservation régionale des monuments historiques*. Around one hundred 19th century buildings were also documented in descriptive data sheets when the sector protected in 1974 was revised in 2009. The City of Strasbourg is currently completing an inventory of the whole property.

For the proposed extension, that is the *Neustadt*, photographic documentation for all the buildings is currently being carried out by the *Service régional de l’Inventaire et du Patrimoine*. This documentation will be added to the photographic archive of all the facades of the buildings in the Grande-Île compiled at the start of World War II.

The general state of conservation of the protected buildings is satisfactory. In the proposed extension, 95% of the buildings of the period are still preserved today. The

rehabilitation programme of the University Campus, which has been under way since 2008, seems to be carried out with due respect for the property's heritage values. The general state of conservation of the inscribed property and of the proposed extension is therefore satisfactory for the preservation of Outstanding Universal Value.

Regular programmes of facade renovation and residential comfort improvement have been undertaken by the Municipality since the 1960s, and ensure regular maintenance of the buildings in the inscribed property and the proposed extension.

ICOMOS has noted that the restoration and conservation work on the public buildings, and primarily the cathedral, are being carried out in a satisfactory way. However, interventions on privately-owned buildings do not always comply with the rules, particularly in terms of interior alterations. Results of varying quality have been noted. In view of this, the State Party is encouraged to implement as soon as possible the training programmes for the municipal construction police service proposed by the management plan.

ICOMOS considers that the state of conservation of the proposed extension is adequate.

Management

Management structures and processes, including traditional management processes

The management plan covers both the initially inscribed property and the proposed extension. It has been devised with the primary objective of federating the efforts of all the players involved. The plan has been set up by the *Commission locale du patrimoine* (with the decision-making role) and the *Mission patrimoine* (with a coordinating role), with control in the hands of the *Comité national des biens français*. A special body, acting as a Steering Committee, has been created for the cathedral, and meets every three months (the body represents the state, the *Fondation de l'Œuvre Notre-Dame*, and the *Fabrique de la Cathédrale*, and is chaired by the Prefect of the Bas-Rhin Department). These structures are in addition to the parties traditionally involved: the Municipality, the Eurometropolis of Strasbourg, the *Direction régionale des monuments historiques*, and the *Fondation de l'Œuvre Notre-Dame* (which has supervised the construction of the Cathedral since the Middle Ages).

ICOMOS notes however that inappropriate interventions have taken place, both in earlier times and recently, which have adversely affected the integrity of the property and the proposed extension. This is the case of the Printemps department store. To rectify this situation, ICOMOS has recommended in its Interim Report the creation of a Committee of Experts tasked with avoiding this type of problem inside the property boundaries, and with establishing rules to prevent such problems from arising. The State Party has given a positive response to this recommendation.

Moreover, with regard to the non-compliance of the interior alterations in authorised restoration work, ICOMOS – as indicated above – strongly recommends the reinforcement of the training of the municipal construction police service.

ICOMOS considers that the management plan and the consensual working approaches of the various parties concerned enable satisfactory monitoring both of the maintenance and conservation of the property and its risk protection.

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

The State Party has established a management plan which allows for transversality and the coordination of the intervening parties. Based on the four objectives set (knowledge, conservation, valorisation and transmission), the plan has identified 14 challenges, and has drawn up 54 action sheets.

Each of the identified actions is defined by a programme, objectives, practical application, specific human and financial resources, and the person responsible in each case, who is clearly identified. Many of these actions have already been carried out, are under way, or are scheduled.

ICOMOS considers that all the management plan actions, and their completion schedule, and the competencies of the intervening parties, and their human and financial resources, are clearly defined, and satisfactory to ensure the control and application of the plan established for the coming years. Furthermore, the actions intended to encourage tourism and visitors to the property are satisfactory.

Involvement of the local communities

ICOMOS notes that a significant proportion of the population is attached to the city, and is aware of its architectural value. One important sign of this interest is the large number of actively involved private associations in the city. The municipality maintains strong links with these associations, whose influence on conservation policy is by no means negligible.

ICOMOS considers that the management plan for the property and the proposed extension is adequate.

6 Monitoring

The State Party revised the monitoring indicators when the extension proposal was made. The indicators are linked to the action sheets and the action plan challenges. They are either quantitative or qualitative and are monitored at regular intervals.

For protected monuments included in the 2014 list, the studies that document each building may be used as a comparison base for each report. In the case of the cathedral, work has been documented in great detail since the second half of the 20th century, and a check-up report is compiled every 10 years.

ICOMOS considers that the monitoring indicators, together with the photographic documentation that exists or is being compiled, constitute an adequate means of monitoring the state of conservation of the property.

ICOMOS considers that the monitoring indicators are adequate.

7 Conclusions

The initial property consists of the Grande-Île, the historic centre of the city of Strasbourg. Its Medieval urban trace has been preserved almost intact, and it contains a set of monuments that is representative of the domestic architecture of the Rhineland from the 14th to the 18th century, surrounding the Cathedral, considered as a masterpiece of Gothic architecture. However certain urban elements, which are important for a vision of the urban development of the Grande-Île, were not included in the description when Strasbourg – Grande île was inscribed (on the basis of criteria (i), (ii) and (iv)) in 1988. The monuments not included in the description, even though they form part of the property, date from the end of the 18th century up to the mid-20th century.

The proposed extension, the *Neustadt*, a new town constructed under the German administration (1871-1918), was designed in a spirit of functional complementarity and landscape continuity with the old town. It thereby preserved and reinforced the multi-cultural nature of the city.

Contrary to the situation with the initially inscribed property, the requested extension results in the inclusion of all the elements necessary for expressing the property's values. With the extension, the property now constitutes an eloquent representation of an urban landscape in Rhineland Europe, illustrating a synthesis of French and Germanic cultures. With the proposed extension, the property features all significant examples of the city's cultural heritage, and has a strong historic identity. It also includes the most significant elements of the new town (*Neustadt*) which have a visual and landscape relationship with the old town.

ICOMOS considers that criterion (i) cannot be applied to the whole of the proposed property, as, with the exception of the cathedral, it cannot be considered to represent "a masterpiece of human creative genius".

ICOMOS considers that the proposed extension fulfils the conditions of integrity and authenticity, and reinforces criteria (ii) and (iv).

Furthermore, the property and the proposed extension benefit from adequate protection and management measures, guaranteed by its status in a safeguarded sector, referred to by the new designation of "outstanding heritage sector", and by the regulations on historic monuments.

The management plan, which is based on four objectives (knowledge, conservation, valorisation and transmission) has identified 14 challenges, and drawn up 54 action sheets. It is considered to be adequate. The municipal policies as regards preservation, facade renovation programmes, and urban renewal, seem to be effective in containing the decline in population and revitalising the historic centre of the city.

Risk prevention is satisfactory overall, and the major risk to be prevented is fire in the blocks of the old town centre.

The whole of the property and the proposed extension benefits from continuous attentiveness in terms of observation and of support for private individuals intervening on the built structure. The variety and visual quality of the urban landscape of the proposed property also benefit from the protection and action of the municipal, regional and state organisations aimed at ensuring their preservation.

The property name has been modified by the State Party at the request of ICOMOS to remove the reference to European urban scenography.

8 Recommendations

Recommendations with respect to inscription

ICOMOS recommends that the proposal for the extension of Strasbourg – Grande île to include the *Neustadt* and thus become Strasbourg, Grande-Île and *Neustadt*, France, be approved on the basis of **criteria (ii) and (iv)**.

Recommended Statement of Outstanding Universal Value

Brief synthesis

The Grande-Île and the *Neustadt* form an urban ensemble that is characteristic of Rhineland Europe, with a structure that centres on the cathedral, a major masterpiece of Gothic art. Its distinctive silhouette dominates the ancient riverbed of the Rhine and its man-made waterways. Perspectives created around the cathedral give rise to a unified urban space and shape a distinctive landscape around the rivers and canals.

The French and Germanic influences have enabled the composition of a specific urban space combining constructions reflecting major significant periods of European history: Roman Antiquity, the Middle Ages and the Rhineland Renaissance, French 18th century classicism, and then the 19th and early 20th centuries

which saw the emergence of a modern city, the capital and symbol of the new German state.

Criterion (ii): French and Germanic influences have shaped the Grande-Île and *Neustadt*. They have enabled the emergence of a unique expression based on the two cultures, which is particularly striking in the fields of architecture and urbanism. The cathedral, influenced by the Romanesque art of the East and the Gothic art of the kingdom of France, is also inspired by Prague, particularly for the construction of the spire. It is a model that acted as a vector of Gothic art to the east. The *Neustadt*, a modern city forged by Haussmannian influences, and a model of urbanism, also embodies the theories of Camillo Sitte.

Criterion (iv): The Grande-Île and the *Neustadt* in Strasbourg constitute a characteristic example of a European Rhineland city. Integrated into a Medieval urban fabric in a way which respects the ancient pattern, the Renaissance-style private residences built between the 15th century and the late 17th century form a unique ensemble of domestic Rhineland architecture, which is indissociable from the outstanding Gothic cathedral. In the 18th century, French classical architecture came into its own, as exemplified by the Palais Rohan, built by the king's architect, Robert de Cotte. From 1871 onwards, the face of the town was profoundly modified by the construction of an ambitious urbanistic project, leading to the emergence of a modern, functional city, emblematic of the technical advances and hygienistic policies that were emerging at the turn of the 19th and 20th centuries. The private and public buildings of the urban ensemble bear witness to political, social and cultural change, with the town's status changing from a free city of the Holy Roman Empire to a free city of the Kingdom of France, before it became a regional capital.

Integrity

The distinctive landscape of Strasbourg, dominated by the silhouette of the cathedral, has been preserved up to the present day. The cathedral is well preserved and integrated in an intact Medieval parcel system. It continues to dominate the urban landscape just as it did when it was first built. Down the centuries, the renewal of the built structure in Grande-Île has respected the early land parcel system, while inserting public and private buildings that represent a synthesis of French and Germanic influences, bearing witness to the evolution of architecture from the 15th century to the present day.

The siege in 1870 and the bombardments of 1944 gave rise to partial reconstructions, which were however carried out while respecting the urban fabric and existing volumes. Only the Grande Percée, linking the new station to the Port d'Austerlitz in the first half of the 20th century, involved a deliberate restructuring of the urban fabric. The modernisation and sanitation of the historic centre were carried out in a spirit of continuity and respect for the urban qualities of the site. The *Neustadt* was designed in a spirit of functional complementarity and landscape continuity with the historic centre. The property as a whole

has preserved all the attributes of the various chronological stages that contribute to its Outstanding Universal Value.

Authenticity

The urban ensemble of the Grande-Île and the *Neustadt* has been well preserved, in a material condition that is close to its original state, and its urban landscape has largely conserved its characteristics. The facades of the Place du Château have retained their original appearance, and the Place de la République and the imperial axis their monumental character. The major public buildings of the *Neustadt* have retained their original size, their physical quality and their materials.

The great majority of the modern buildings have been introduced while respecting the ancient urban fabric. Close to the Vauban dam, the 20th century structures, such as the Conseil Général building and the Modern and Contemporary Art Museum, have little impact on the urban landscape. Meanwhile, the recent urban development projects inside the boundaries of the property have enabled its preservation and valorisation, while facilitating its adaptation to new use values. The uses of the buildings in the property have been well conserved, particularly as regards amenities, shops and housing. In the *Neustadt*, the restructuring and rehabilitation work on major amenities (National and university library, Palais de Justice, and Palais des Fêtes) comply with current building standards, while respecting the heritage value of the edifices. The urbanism documents, established with remarkable continuity since the 19th century, have facilitated the conservation of the buildings inside the property's boundaries, and led to outstanding continuity in the urban landscape.

Management and protection requirements

The cathedral has been protected by historic monument status since 1862, and its upkeep is covered by an agreement between the French state and the Fondation de l'Œuvre Notre-Dame. In the property area, 170 other edifices or parts of edifices are protected by historic monument status, and thus benefit from the control of the French state's heritage services.

The safeguarded sector created in 1974 has been undergoing a revision-extension procedure since 2011. It now covers the whole of the extended property, and is focused on the preservation of the built structure, the urban landscape, and the landscape quality of the river and riverbanks. The protection of the property is largely dependent on the safeguarding and valorisation plan for the safeguarded sector.

The property has a management system whose main partners are the State, the City of Strasbourg and the Eurometropolis. The system, whose funding is shared, is based on French legislation, and particularly the Heritage, Urbanism and Environment Codes.

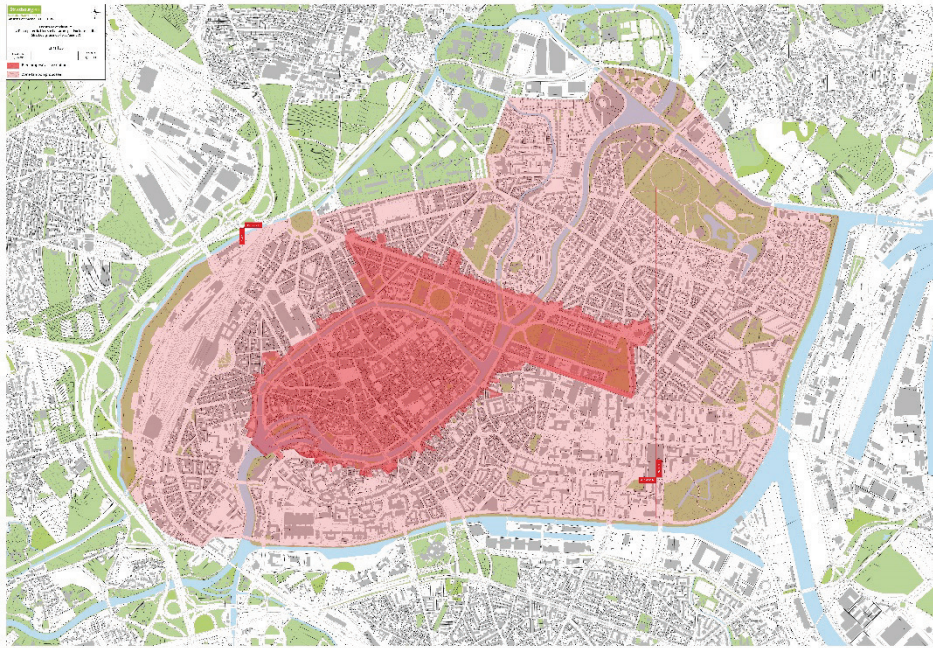
The management plan for the Grande-Île approved by the Municipal Council in 2013 covers all aspects of urban management: knowledge, conservation, valorisation and transmission. The local housing plan is intended to maintain social diversity and limit the amount of non-occupied housing inside the nominated property. The urban transport plan limits the importance accorded to cars, and seeks to encourage pedestrians and cyclists. Since 1989, the introduction of a tramway network has been carried out in conjunction with the restructuring of public space and the introduction of pedestrian streets. The terraces charter, the regulations on occupation of public areas, and the local advertising regulations, reflect efforts to achieve harmonious use of public space.

Finally, in accordance with the action plan for Grande-Île and the *Neustadt*, various actions have been started up to improve the appropriation of the Outstanding Universal Value by everyone, by developing mediation tools, particularly as part of the “Ville d’art et d’histoire” label scheme, and by improving accessibility for everyone.

Additional recommendations

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

- a) Continue the actions put in place to reinforce the training of the municipal construction police service to ensure better control of interior alterations in all restoration projects.
- b) Finalise the revision of the safeguarding and enhancement plan (PSMV),
- c) Finalise the setting up of a distant perspective zone,
- d) Set up as soon as possible the fire risk protection plan for the blocks of the historic centre,
- e) Set up the Committee of Experts as announced;



Map showing the revised boundaries of the property and the proposed extension



Overall view of the Neustadt with the Grande-Ile in the background



The *Kaiserplatz* (nowadays Place de la République)



Entrance of the Grande Percée



St Etienne bridge and the lycée des Pontonniers