
Mafra (Portugal) No 1573

Official name as proposed by the State Party

Royal Building of Mafra – Palace, Basilica, Convent, Cerco Garden and Hunting Park (*Tapada*)

Location

District of Lisbon, Council of Mafra
Portugal

Brief description

Conceived by King João V at the beginning of the 18th century as a tangible representation of his conception of the monarchy and of the State, the imposing quadrangular building houses the King and Queen's palaces, the Royal Chapel, shaped like a Roman baroque basilica, a Franciscan monastery for 300 friars, with its infirmary and apothecary, a Library, still preserving 36,000 volumes from the Portuguese Kings' collection. The palatial complex is completed by the Cerco Garden, a formally-designed garden, and by the Royal Hunting Park (*Tapada*), in fact a multifunctional landscape supplying a variety of resources for the operation of the Palace.

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*.

1 Basic data

Included in the Tentative List

31 January 2017

Background

This is a new nomination.

Consultations and Technical Evaluation Mission

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

An ICOMOS technical evaluation mission visited the property from 1 to 4 October 2018.

Additional information received by ICOMOS

A letter was sent to the State Party on 17 October 2018 requesting further information about the comparative analysis, the buffer zone, and the protection and management arrangements. Additional information was received from the State Party on 14 November 2018.

An Interim Report was provided to the State Party on 21 December 2018 summarising the issues identified by the ICOMOS World Heritage Panel. Further information was requested in the Interim Report including the following: an expanded description of the Cerco Garden and of the *Tapada*, including visual documentation; the completion of the revised comparative analysis; the rationale for the buffer zone and its protection mechanisms; the conservation history and its documentation; and the specifications concerning management arrangements.

Additional information was received from the State Party on 25 February 2019 and this has been incorporated into the relevant sections of this evaluation report.

Date of ICOMOS approval of this report

13 March 2019

2 Description of the property

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

Description and history

The Royal Building of Mafra and its estate are located some 30 km north west of Lisbon, and 8 km inland from the Atlantic coast.

The nominated property comprises the Royal Building - housing the royal residence, a Franciscan monastery, the royal chapel and other chapels, and a library- the Cerco Garden, a formally designed garden, and the *Tapada*, an extensive multifunctional ground comprising a hunting park, which extends northeastwards from the building complex. It was conceived by King João V as early as 1711 as a centre for royal enjoyment, religious life and study.

Mafra was merely a rural village until King João V decided to build his temporal and spiritual complex high up on the hill above the village with a view down to the ocean to the west.

Construction started in 1717 and was mostly complete by 1730, although parts were still under construction at King João's death in 1750.

The western portion of the complex houses the basilica and the royal residences; the eastern part, less monumental in character, was occupied by the monastery and by the lesser palaces of the princes and princesses; the library was placed in the east wing and accessible to both friars and members of the royal family.

The apartments of the King and of the Queen occupied respectively the north and south turrets and extended into the north and south wings of the building on the third floor. Access to the royal residence was provided via two independent entrances located in the main façade. The

lesser residences of the princes and princesses occupied the remaining part of the north and south wings and part of the eastern side, adjoining the Library.

Inspired by Saint Peter's Basilica in Rome, the interior of the church exhibits a single-nave Latin-cross layout with interconnected lateral chapels. The interiors of the basilica are covered with polychrome Portuguese marbles and decorated with sculptures and paintings, partly of Italian and French origin and partly from the Portuguese School which developed at Mafra. The façade of the church is said to reflect influences from the Basilica of Superga (Turin), the Church of Saint Agnes in Agone (Rome), and the Church of Jesus (Rome), amongst others.

The monastery was initially conceived for 80 friars but was then expanded to provide accommodation for up to 300. It still preserves the infirmary with its alcoves and the kitchens, the refectory, a monumental staircase, the elliptical Capitular House, chapels, the Boxwood Garden in the main inner eastern court, as well as many works of art.

From 1777, King João V's successors, Queen Maria I and King Pedro III, steadily embellished João's building with further sculptures, murals, and ceiling paintings in the Baroque taste. Queen Maria had just installed the last of six new organs in the basilica in 1807 when the Peninsular War broke out and Napoleonic troops occupied the palace.

There never had been a great quantity of permanent furniture at Mafra as it was moved between the palaces when the King moved in and out, but much of what existed was shipped to Brazil when the Royal family transferred there temporarily. The Napoleonic troops removed nearly 300 tapestries and the silver but left the property in the care of the friars, and the Library and the church largely untouched, including its sculptures and ceremonial vestments.

The *Cerco* Garden is located on the north-eastern side of the building: 9ha in size, it was arranged according to a geometric pattern following baroque aesthetics, with plant species from all across the Portuguese Empire. King João V himself in 1718 instructed on the choice of plants. Part of the area, the *Horto de Frescos*, was cultivated for food, flowers for decorating the altars, and the manufacture of elixirs and ointments by the apothecary.

An enclosure for bowls and other games was created in the Garden. Water supply was provided from the *Tapada* to the *Cerco* Garden and the Mafra Building complex by scores of adits (horizontal shafts) and springs feeding an aqueduct and tunnels - together over four kilometres in length. Fountains and a Noria-type water well survive to this date in the garden.

In the mid-19th century, the Royal family returned to Mafra as their summer residence and carried out various changes, including the redesign of the southern turret and south wing according to the tastes of the time, and of the western section of the *Cerco* Garden in a picturesque manner (1843).

In the additional information (February 2019), the State Party clarifies that the original design of the Garden was presumably modified, and its size reduced, following the decision to enlarge the palatial complex. It is assumed that the flower-planted parterre, which supposedly was envisaged in the area immediately adjacent to the Palace, was sacrificed, whilst the woodland laid down in *quincuncio* still survives. Due to these transformations and to the lack of historical documents, it is difficult to draw definitive conclusions about the original design of the *Cerco* Garden and its influences.

The *Tapada* was established by Royal Decree in 1744, a vast green area that served both leisure and utility functions. It was created by the enclosure of olive groves, vineyards and a large extent of waste land, and surrounded by a wall of 2 to 3 metres height, and nearly 22 kilometres long, that survives to this day.

The February 2019 additional information further explains the concept of Portuguese *Tapadas*: they were intended to guarantee self-sufficiency to the estates for which they were built, and not just for hunting and leisure. *Tapadas* therefore included water reserves, farming livestock and game areas, vineyards, vegetable gardens, and woodland for timber and firewood. Mafra *Tapada* was designed based on the models of previous *Tapadas* (*Vila Viçosa*, *Alcantara*, *Necessidades*). It is said to preserve a hydraulic system based on rain water collection, tapping of springs, water reservoirs, pipelines, dams, and an aqueduct to supply water to the gardens, the orchards and the palace. However, only a textual account is provided of these heritage resources, but no inventory or adequate graphic or photographic documentation.

Between the 18th and 19th centuries the *Tapada* was divided into two major areas: one part was to be sown with wheat and barley, the other planted with trees and a pine forest.

The *Tapada* was included in the defensive line of *Torres Vedras*, and the *Juncal*, *Sonível*, *Milhariça* and *Valério* strongholds were built inside.

The Peninsular War (1807-1814) left several impacts on the *Tapada* area, which afterwards (1823-1834) was rearranged and divided into three parts. Each part served different functions: the First *Tapada* for agriculture, pasture and the hunting of small animals, and a dam was created along the Valla: today it encompasses the *Cerco* Garden, the School of Infantry and the Military Centre for Physical Education and Sports and the firing range; the Second *Tapada* was used for forestry and firewood as well as hunting: it houses the *Celebredo* hunting complex; the Third *Tapada* exhibits a rugged terrain with steep slopes and narrow valleys and, according to the literature, it was dedicated to the hunting of larger game.

In 1834 the friars departed the convent, which was afterwards occupied by the Army, who have continued to use these spaces until today (School of Arms). The Army also took over one-third of the *Tapada*.

In 1840 King Fernando II transformed the *Tapada* into the *Granja Real* (Experimental Royal Farm) to introduce new agricultural, forestry and livestock practices. However, no detail is provided on how the establishment of the *Granja* might have modified the arrangements in the *Tapada*.

The hunting pavilion in the *Tapada* was built in 1890 at a place called *Celebredo*, deep in the valley of the seasonal *Rio Sobral*.

These activities came to an end with the rise of republicanism, the assassination of King Carlos in 1908, and the republic being declared in 1910.

Mafra was declared a National Monument in 1907, and it became a museum in 1911 after the Revolution. Various organisations occupied the southern tower, including the Municipality during the period 1912-2002; the Forestry Service placed the *Cerco* Garden in the care of the Municipality which opened it to the public until 1924. It was refurbished in 1945 and its boundary wall with Bicas Square was replaced by a metal railing in about 1961.

Boundaries

The nominated property has an area of 1,213.17 ha, and a buffer zone of 693.239 ha (originally 143.52 ha) as per the additional information received in February 2019.

The boundaries of the nominated property include the Royal Building of Mafra, the *Cerco* Garden and the *Tapada*, and are delineated by a wall for the entire perimeter (~22km). The nomination initially proposed a buffer zone of a constant 75 metre width around the *Tapada*, based on traditional monument legislation.

ICOMOS noted that no sufficient explanation of the rationale for the proposed buffer zone had been provided and requested additional information in this regard in its first letter (October 2018) and in the Interim Report.

The State Party provided initial clarification in November 2018 and, following receipt of the Interim Report, the State Party has proposed a substantially expanded buffer zone. Its delimitation is based on several criteria: Municipal Master Plan land-use classifications and regulations; existing physical/geographical and property delimitations; as well as ecological/environmental protection. The aims of the expanded buffer zone are to strengthen the protection of the visual axes from and towards the Royal Palace in the town, to promote the sustainability of the property, and to protect it from fire threats.

ICOMOS appreciates the readiness of the State Party to act promptly upon the ICOMOS suggestions and considers that the expanded buffer zone appears to be better suited to respond to the needs of the nominated property, its rationale has been explained, and it is supported by existing measures at the planning level.

ICOMOS therefore considers that the amended buffer zone as presented in the Additional information submitted in February 2019 is adequate to perform its function.

State of conservation

The nomination dossier provides an account of the state of conservation of the nominated property, in particular of the different parts of the Royal Building, and in much less detail for the *Cerco* Garden and the *Tapada*.

ICOMOS in its Interim Report requested additional information concerning past interventions in the palace and in the *Cerco* Garden and the *Tapada*.

In February 2019, the State Party expanded the information provided in the nomination dossier on the transformations which have occurred in the various parts of the nominated property, in particular focusing on the restoration works carried out in the palace since the end of the Second World War.

Overall the state of conservation of the building complex is reported to be acceptable, with no structural problems reported. Some unused parts of the building suffer from different degrees of problems, mainly induced by lack of monitoring and maintenance, which need to be addressed promptly and counteracting measures are being prepared. Technical installations are fully functional where installed.

Interventions to improve the conditions of the affected parts of the building are either ongoing or planned.

The *Cerco* Garden exhibits an acceptable state of conservation, thanks to basic regular maintenance. However, some parts, i.e. the open ground immediately adjacent to the eastern front and an area currently occupied by facilities for vehicles, detract from the expected quality of a formal Garden serving a former royal residence.

The *Tapada* has suffered from invasive species, a recent wildfire (2003), and localised soil erosion, which have all been addressed with regular interventions. Some uses have proved to be not fully sympathetic with the heritage values of the hunting park, particularly the military-related activities. The structures within the *Tapada* include the King's retreat in *Celebredo* and other buildings, suffering in the main from minor anomalies, according to the classification of the nomination dossier.

Based on the information provided by the State Party and the observations of the ICOMOS technical evaluation mission, ICOMOS considers that the state of conservation is overall fairly good, and there is little evidence of any permanent damage in any part of the building complex. However, the setting of the monastery wing is undermined by the present state of the School of Arms' part of the *Cerco* Garden. Additionally, the asphalted area immediately adjacent to the eastern side of the palace needs to be rehabilitated and its overall appearance and arrangement improved. On the other hand, the western end of the *Cerco* Garden underwent a sympathetic rehabilitation in 1997, and its various features – basin, fountains, aqueduct, beds, and trees – appear in a fair condition.

Factors affecting the property

Based on the information provided by the State Party and the observations of the ICOMOS technical evaluation mission, ICOMOS considers that the main factors affecting the property are:

- Wildfires, triggered by extreme drought and an unbalanced mix of vegetation due to alien species in the *Tapada*;
- Impacts of climate change through extreme weather events (e.g. hurricanes, windstorms, flash-flood);
- Earthquakes, Portugal being a region of seismic activity and the Mafra area not far from highly seismic zones.

All the above threats need to be carefully addressed, in particular wildfire, as the *Tapada* has suffered already, in 2003, from a fire, which affected 70% of its area.

The additional information transmitted in February 2019 explains in detail the measures in place to prevent and combat fires at the nominated property.

3 Proposed justification for inscription

Proposed justification

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

- The Royal Building of Mafra represents one of the most magnificent works undertaken under King João V who benefitted from exceptional economic and cultural conditions to build an outstanding complex illustrating the power and reach of the Portuguese multi-continental empire, and it tangibly symbolises the international affirmation of the Portuguese ruling dynasty;
- King João V intentionally adopted Roman and Italian Baroque architectural and artistic models and commissioned works of art that ultimately turned Mafra into an exceptional example of Italian Baroque;
- The immense building site of Mafra offered the opportunity to develop building and sculptural skills that proved useful in the reconstruction of Lisbon after the 1755 earthquake;
- The complex also became a religious and educational centre, housing an immense library, a Franciscan monastery and the School of Mafra for stone sculpture;
- The complex witnessed some key events during the Peninsular Wars in the early 19th century and the Carnation Revolution, which re-established democracy in Portugal in 1974.

Comparative analysis

The Comparative Analysis has been developed for each different element of the building complex. Although highly refined in its arguments, it does not comply with the requirements of the *Operational Guidelines*, as the whole of the nominated property should have been compared

with properties similar in terms of values and attributes from within the relevant geo-cultural area and time frame, be they inscribed or not on the World Heritage List.

ICOMOS requested additional information in October 2018 from the State Party, who replied on 14 November with an initial revised and augmented comparative analysis, which, despite its improvement, needed further work. Therefore, in its Interim Report, ICOMOS requested further strengthening of the comparative analysis.

In its February 2019 reply, the State Party substantially expanded the comparative analysis by including 14 complexes, both inscribed and not inscribed on the World Heritage List, which were considered to be relevant comparators, i.e., royal or princely residences as well as monasteries with royal residences.

The augmented comparative analysis discusses the differences between Mafra and the Monastery and Site of the Escorial, Madrid (Spain, 1984, (i), (ii) and (vi)), which is the closest comparator for the nominated property. It then elaborates on the specificity of Mafra compared to the Palace and Park of Versailles (France, 1979, (i), (ii), and (vi)) and to the 18th-Century Royal Palace of Caserta with the Park, the Aqueduct of Vanvitelli, and the San Leucio Complex (Italy, 1997, (i), (ii), (iii), (iv)).

The key distinctive features of the nominated property would include its multifunctionality, reflecting King João V's conception of the State, and, above all, the largely intact *Tapada*, directly linked to the Palace via the *Cerco* Garden.

ICOMOS notes that indeed Mafra exhibits remarkable specificities: however, the architectural and landscape design achievements at Versailles and Caserta are notable. Equally the Vanvitelli's Aqueduct (38 km long) at Caserta, which served the palace, the town of Caserta and the silk production at the San Leucio complex, stands out within the comparative framework.

The comparative analysis then examines Mafra against the 18th century monasteries with royal or imperial privileges from Central Europe and finally other properties in Portugal encompassing a *Tapada*: the major surviving examples being the Vila Viçosa (larger than Mafra) and the *Tapada* of Alcantara of de Ajuda, much smaller than Mafra. However, only Mafra can offer a whole system of Palace, Garden and *Tapada*, which elsewhere has been lost.

The augmented comparative analysis suggests that there is room on the World Heritage List for the Royal Building of Mafra complex among the already-inscribed Royal residences. However, further documentation on the *Tapada*, in the form of a landscape study, including maps of the distribution of the heritage features, of the landscape arrangements and of the hydraulic system, needs to be provided, given that the *Tapada* appears to be a decisive element in the distinctiveness of Mafra compared to other royal residences throughout Europe.

ICOMOS considers that the augmented comparative analysis suggests that consideration of this property for the World Heritage List may be justified based on additional graphic/photographic documentation on the substance of the *Tapada*.

Criteria under which inscription is proposed

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

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

This criterion is justified by the State Party on the grounds that the Royal Building of Mafra is one of the most exceptional complexes of European Baroque architecture and art. It is also a complete representation of the Portuguese monarchy's ideology and programme. It brings together in one single building the royal residence, a Franciscan monastery, as a centre for prayer, science and education, and an exceptional library, differently from other royal palaces. It is also an outstanding engineering project, with about 45,000 workers, master builders, architects, engineers and artists involved, triggering the development of artistic, architectural, technological and engineering capacities and the creation of the sculpture School of Mafra, a major development in the 18th century, which was instrumental in the reconstruction of Lisbon after the 1755 earthquake.

ICOMOS observes that the proposed justification of this criterion focuses on the palace only and does not address how the *Cerco* Garden and the *Tapada* might justify this criterion.

The additional information provided in February 2019 on the *Cerco* Garden and the *Tapada* clarifies that the Garden's original concept was not implemented, and its current layout is the result of subsequent adaptations. The *Tapada* also underwent a number of transformations after the Peninsular War in the 19th century and throughout the period of military use, although maintaining its original size and delineation and still reflecting its purposes. The water system – built to supply water for the palace, its gardens and orchards – is textually described but no detailed maps, drawings or sufficient photographic documentation are presented to illustrate in what ways this system might reflect human creative genius.

ICOMOS observes that the integration of a palace, a church and a monastery into one enormous complex was achieved seamlessly. On the other hand, the technological and scientific achievements in the design and construction of the nominated property appear to be stated rather than demonstrated. For instance, the builder of the dome of the basilica could have profited from lessons learned in the design and building of earlier much larger domes, e.g. in Florence and Rome. The staircases are also mentioned as architectural elements concurring with the justification of the criterion; however they do not appear to reflect human creative genius compared to similar structures from the same period.

Finally, ICOMOS notes that the comparative analysis, even in its augmented version, does not succeed in demonstrating that the entire nominated property deserves consideration for World Heritage listing under 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 Royal Building of Mafra reflects an important interchange of human values from several perspectives: artists from different realms were commissioned to contribute to the undertaking – from Rome, Germany, Flanders, and France; without the wealth generated by the exploitation of gold and diamond mines in Brazil, this enterprise would not have been possible; hard wood from Brazil was used for interior features and plant species from Portugal's overseas colonies are found in the *Cerco* Garden; the architect Johann Friedrich Ludwig was influenced and inspired by Vitruvius and several Italian Renaissance authors, by St Peter's Basilica in Rome, and by architect Carlo Fontana; the sculptures, paintings and other movable precious objects, fabrics, and furniture, were all imported or commissioned from workshops in different cities in Italy, France and Flanders, triggering important cultural interchanges. The Royal Building served as inspiration for the reconstruction of Lisbon and of churches and Royal buildings in Lisbon and Brazil.

In ICOMOS' view, the influence on King João V's complex was overwhelmingly Italian, therefore Mafra might in this respect be considered derivative. However, it influenced the design of other churches and buildings in Portugal (e.g., the lost Palace of Ajuda) and around the Portuguese empire (e.g. the Imperial Palace of São Cristóvão, in Brazil), thus the palatial complex can be considered to have in turn exerted its influence.

However, this is not the case for the *Cerco* Garden or the *Tapada*.

The additional information transmitted in February 2019 expands on the influences absorbed and exerted by the *Tapada* of Mafra, but, based on the information provided by the State Party, it seems to remain a type of landscape limited to the Iberian Peninsula. The *Cerco* Garden, due to its unfulfilled design, cannot be considered as a contributor to the justification of 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 Royal Building of Mafra materializes King João V's conception of absolute power and state and his programme for consolidating his legitimacy as a sovereign and head of the empire, drawing inspiration from the Baroque Rome of the Papacy. The axial

symmetry, with the basilica at the centre and the royal residences at the two sides, reflects the divine origin of the King's power, and the Franciscan convent completes the material illustration of the tripartite social order: nobility, clergy and people.

The size, design, construction and artistic qualities and the multiple functions served by the Royal Palace of Mafra, along with the *Cerco* Garden and the large-scale multifunctional park of the *Tapada*, make it one of the most important royal residential complexes in Europe.

ICOMOS considers that the arguments proposed to justify this criterion are consistent with the wording of the criterion and the tangible and intangible features, particularly of the built complex. However, the documentation on the actual historic substance of the *Tapada*, and its built heritage features – particularly the hydraulic system, and the landscape arrangements – remains insufficient. The additional information provided by the State Party has provided a textual account with only a few historical images but no mapped inventory of the heritage resources of one of the key elements within the nominated property.

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

This criterion is justified by the State Party on the grounds that the nominated property is associated with the monarch, a tangible symbol of absolute power, descending from divine will. It still preserves an impressive library (36,000 volumes), including banned books the possession of, and access to, was authorised by a Papal bull, and musical compositions written expressly for the six organs of the basilica. From the Mafra Sculpture School, founded upon the skills developed at the building site, its surviving legacy being today's skilled clay sculptural workers. With regards to religious heritage, the processions and rites created in the 18th century for the Royal Building of Mafra still survive and are practiced to this day.

ICOMOS observes that the proposed justification for this criterion refers to several arguments, which however can contribute to strengthen and to complement the justification of criterion (iv), rather than supporting the justification of criterion (vi).

ICOMOS considers that the nominated property exhibits strong potential to meet criterion (iv) if additional documentation on the actual substance of the *Tapada* and of its heritage and landscape resources is provided. On the other hand, criteria (i), (ii) and (vi) have not been demonstrated.

Integrity and authenticity

Integrity

The nomination dossier describes in detail the conditions that ensure the integrity of the nominated property in relation to the justification for inscription.

ICOMOS concurs overall with the statement and observes that the property includes all the elements that reflect the nominated property's significance.

However, ICOMOS notices that some parts of the nominated property have suffered from some inappropriate changes, that need to be addressed.

The area immediately east of the convent was where the Royal hunting parties would join their horses or carriages before riding through the *Cerco* Garden to the gate onto the *Tapada*. The entire levelled area, of about 250m by 60m, is presently covered with asphalt, and was once a parade ground used for Army training, but it does not seem to be needed any longer.

Beyond the parade ground is the partially tree-covered slope rising towards the formal grove. Between the top of this slope and the west wall of the grove is flatter ground occupied by various garages, workshops and other facilities for vehicles. These structures undermine the *Cerco* Garden's character and form a barrier to a connection between the convent and the grove.

ICOMOS considers that improvements to the parade grounds and to the garage and workshop area should be designed and implemented as a matter of priority.

The additional information received in February 2019 suggests that the *Cerco* Garden cannot be considered as contributing to the proposed justification for inscription, due to its unfulfilled layout and subsequent transformations. On the other hand, the *Tapada* seems to possess much more integrity; however, further documentation of it, in the form of a landscape study, with a mapped inventory of its heritage and landscape features, is necessary to complement the textual additional information.

Authenticity

The nomination dossier describes in detail the conditions that ensure the authenticity of the nominated property in relation to the justification for inscription.

ICOMOS observes that, although the building records for Mafra appear to have been kept at the Ajuda Palace which burned down in the late 18th century, there are other records that have survived, the buildings themselves, and many other written sources, which represent a valid source of information on the date and provenance of particular features.

The nomination dossier can thus make the case that, notwithstanding Napoleonic invasions and a Revolution, the fabric of the Mafra building complex overwhelmingly remains King João V's, as it was created between 1717-1750. Most of the interior detail remains to this day. There have been repairs to windows, doors, the *carillons*, clocks and organs, but mostly they have been repairs to the design as found. The basilica remains almost entirely as built by 1750, although the six organs are replacements of 1807.

Furniture and valuables were removed and brought to Brazil by the Royal family who left at the approach of Napoleon's troops, who took most of the remaining tapestries and silver. However, many large paintings remained, and the book collection in the library remained remarkably intact, as well as the church and its ceremonial vestments.

The use by the Army has added various superficial features but has not replaced the early fabric within the building.

As a consequence, there is a high degree of authenticity of location and setting, form and design, materials and substance in the Mafra building complex.

On the other hand, additional information was needed on the *Cerco* Garden and the *Tapada*, which the State Party sent in February 2019

The original planting of trees from around the empire in the eastern *Cerco* Garden does not appear to have survived, nor has the original design of the Garden, due to early expansion of the palace, but the layout does retain its 18th-century formal grove form. The water supply for the Garden still arrives from the *Tapada* in a covered reservoir towards the upper end of the *Cerco* Garden. The ball games area appears to be as originally made. The lower, picturesque, part of the *Cerco* Garden is a renovation of the 1840s design, carried out in 1997, adhering to the principles of the Florence Charter.

The expanse of asphalt parade ground and the vehicle sheds on the upper level are far more recent and have a negative impact on the appearance of this part of the Garden. Hence, only some elements of the *Cerco* Garden retain authentic design and fabric, particularly in the formal grove area, but the area close to the east front of the monastery does not reflect the original design nor subsequent relevant phases of modifications/ renovation.

The *Tapada* was formed and managed as a hunting park, but also hosted multiple utilitarian functions. The mixed use of the School of Arms' part of the *Tapada* thus continues this theme, but the vineyards, agriculture and firewood plantations have given way to more military uses such as a modern administration area and a shooting range. The equine use is one that remains from the earliest times, although the associated fabric is of mixed date. The entire 22km length of the *Tapada* wall has been kept very largely intact in its location, height and materials

through occasional repairs. Additional cartographic and photographic documentation is necessary to complement the textual description provided in February 2019, of the water supply adits, cisterns, tanks, aqueducts, reservoirs, etc. The late 19th century hunting retreat of *Celebredo* remains largely unchanged in its structures. In terms of extent, boundaries and character, the National Hunting Park part of the *Tapada* may be deemed largely authentic, although the original use has changed. Today the middle and furthest divisions are merging once again as the aim of encouraging native flora and fauna is being implemented.

In conclusion, ICOMOS considers that the requirements of integrity and authenticity will be fully met, when a landscape study, including cartographic documentation and mapping/inventory of the heritage features comprised within the *Tapada*, will be transmitted.

Evaluation of the proposed justification for inscription

The Royal Building of Mafra with the *Cerco* Garden and the *Tapada* has been nominated under four criteria – (i), (ii), (iv) and (vi) – as an exceptional representation of King João V's conception of the monarchy and of the State, in which each social component had its role: the aristocracy, represented by the Royal residences, the Church, illustrated by the basilica, and the People, represented by the Franciscan monastery, all gathered together in one single building.

King João V's ideological programme is reflected in the layout of the building, in the choice of the architectural language – Roman Baroque versus the previously adopted Mannerism, and the functions included within the complex, in particular the Infirmary, the Library and the School, reflecting the importance accorded to health and education.

The justification for inscription proposed in the nomination dossier is soundly argued and supported by a wealth of research and documentation, despite the loss of the archival records of the construction of Mafra.

The revised and expanded comparative analysis has demonstrated that there is room for Mafra on the World Heritage List.

With regard to the selected criteria, ICOMOS considers that the property does not meet criterion (i). Criterion (ii) might be relevant for the building complex, although further information would be necessary to make a robust case for this criterion, but certainly not for the *Cerco* Garden or for the *Tapada*, despite the additional information provided in February 2019.

The expanded comparative analysis supports the justification of criterion (iv), especially because of the presence of the *Tapada*. However, further documentation on the *Tapada* needs to be presented, to complement the expanded textual description and illustrate the role of the *Tapada* in supporting the proposed justification for the nominated property.

On the other hand, the arguments presented for criterion (vi), in ICOMOS' view, might contribute to strengthen and to complement the justification of criterion (iv) but do not demonstrate that the nominated property justifies criterion (vi).

However, ICOMOS has found that the documentation presented for the *Cerco* Garden and the *Tapada* is far too limited and needs to be expanded. A landscape study based on a sufficiently detailed cartographic basis indicating the landscape arrangements, the location and substance of the elements making up the hydraulic system, and all other heritage features supporting and illustrating the role of the *Tapada* and its modifications, is necessary, to correlate the information provided in writing with the actual geographic distribution within the Garden and the *Tapada* and their state of conservation, so as to support fully the conditions of integrity and authenticity.

Attributes/Features

The nomination dossier provides extensive description and illustration through photographs and maps of the tangible and intangible features of the royal building bearing cultural significance and supporting the proposed justification for inscription. These include: the layout of the palace, its design and proportions; the architectural and constructive solutions to resolve the challenges of the internal distribution; the sobriety and dignity of the architectural language, inspired by the Jesuits' *modo nostro* principles (swiftness, sobriety, simplicity, modesty, economy and functionality); the quality of the craftsmanship; and its dominant position with regard to the town of Mafra, overlooking the ocean.

On the other hand, the features of the *Tapada* evoked in the justification for inscription were limited to the preservation of its perimeter, its protective walls and its multifunctional purpose (agriculture, forestry and hunting). The descriptive part of the dossier on the *Tapada* was slim and additional information was sought by ICOMOS.

The reply by the State Party provides textual descriptions of what seem much more significant elements in the *Tapada*, particularly with regard to its hydraulic system, and traces of former landscape arrangements, but these resources are not adequately documented or mapped.

Based on the results of the augmented comparative analysis, ICOMOS considers that the nominated property has a strong potential to justify consideration for World Heritage Listing on the basis of criterion (iv), if a landscape study, with additional cartographic documentation and inventory of the historic landscape and heritage features within the *Tapada*, is presented. On the other hand, ICOMOS does not consider that criteria (i), (ii) and (vi) are demonstrated.

4 Conservation measures and monitoring

Conservation measures

The General Directorate for Cultural Heritage (GDCH) uses an Information System for Architectural heritage in which basic conditions of the buildings, needs and status of previous works are recorded. It also gathers together administrative management documents, legal instruments, and research outcomes.

The nomination dossier contains an excerpt from the system that provides a detailed account of the type of works made to the property since 2012 by the GDCH, as well as a list of works carried out by the School of Arms and by the Military in the areas assigned to them between 2010 and 2016.

Since the 1990s the terraces have undergone an intervention aimed at preventing rainwater infiltration, an inherent problem caused by the roof type. The façades were also extensively restored at the same time. However further maintenance works are being planned for forthcoming years.

The GDCH has undertaken several conservation and maintenance projects of different parts of the Building, incurring considerable expenditure. Maintenance and repair works have been carried out also in the military area.

The *Cerco* Garden enjoys a maintenance plan according to which recurring activities take place on the vegetation and the built structures within the garden, following an annual plan of intervention.

The *Tapada* is the object of an environmental quality maintenance programme and periodical interventions directed at controlling invasive species, preventing fire and combating soil erosion.

The nomination dossier contains financial programmes for the interventions to be implemented between 2017 and 2022 at the Palace and at the built structures in the *Tapada*, as well as a time-line of the -programme of interventions planned by the Forest management plan between 2014 and 2034.

ICOMOS requested additional information on the history of conservation in its Interim Report. The State Party replied, explaining that in the first half of the 20th century, restoration works were carried out aimed at re-establishing the original concept: some of these interventions have been beneficial, whilst others less so. Several adaptations were made by the military during the World Wars and in the Colonial War, most of which could be removed. The State Party has announced that the workshops built in the friar's garden are intended to be demolished in the short term. A table with all conservation works completed, underway and being planned complements the additional information.

ICOMOS notes that the announced demolition of the workshops is not included in the table, there is no mention of the future plans for the asphalted area adjacent to the military area of the Palace and, in general, conservation works under the responsibility of the School of Arms (*Escola das Armas* – EA) are little represented.

The list submitted in February is useful; however, it does not represent an integrated conservation programme for the Complex, which is needed.

ICOMOS observes that the Royal Building needs constant care and considers that, based on the information provided in the nomination dossier, several and regular conservation measures have been and are being performed at the nominated property, based on periodical monitoring (see below).

However, ICOMOS notes that there is a strong need for more coordination among all partners responsible for the property and their respective activities.

Monitoring

The General Directorate of Cultural Heritage (GDCH) is responsible for the monitoring, conservation and protection of the cultural heritage in Portugal, being tasked with several competences to achieve this aim.

The GDCH has set up an information system in which data concerning protected cultural heritage is collected. In this system information on the nominated property is also collected and this system constitutes a key data repository and a basis for decision making (see state of conservation).

In order to ensure that the values and features of the Royal Building of Mafra Complex are effectively preserved, a set of quality control items (22) have been established to address the needs of a property being nominated for World Heritage listing.

ICOMOS considers that a robust and apparently well-gearred up monitoring system exists for the Palace, set up by the GDCH. However, the indicators of the more recent monitoring system may need to be simplified. Additionally, ICOMOS suggests separating the indicators concerning the state of conservation of the property from those assessing the efficiency (and effectiveness) of the management arrangements, as they address two different aims.

With regards to the monitoring of the state of conservation of the nominated property, it is suggested to correlate the attributes with the affecting factors as listed in the Third Cycle of Periodic Reporting, with a view to facilitate the link between monitoring at the property level with the periodic reporting wider exercise.

ICOMOS considers that the nominated property is the object of regular maintenance and conservation measures that have kept it in acceptable condition overall. The care the property has received needs to be continued to guarantee that the state of conservation is maintained

and, for some parts, improved. An integrated conservation programme for the whole of the property is needed, ensuring coordination of action and investment by all institutions involved in the management of the nominated property.

The monitoring system in place for the protected architectural heritage appears well thought out and tested. With regards to the ad-hoc indicators set up for the monitoring of the nominated property, it is suggested to correlate them with the attributes of the property and the affecting factors, taking into account those listed in the Third Cycle Periodic Reporting.

5 Protection and management

Documentation

The Royal Building appears to be thoroughly documented, as presented in the nomination dossier and its annexes, much less so the *Cerco* Garden and the *Tapada*. Therefore, in its Interim Report, ICOMOS requested additional information on both elements of the property and their historic development.

The State Party responded in February 2019 providing additional information on both the *Cerco* Garden and the *Tapada*, despite the limited documentation available, especially on the *Cerco* Garden. The additional research effort needs to be accompanied by a landscape study, the first step of which should include an inventory and mapping of the heritage landscape arrangements and features, particularly within the *Tapada*, which appears at the moment insufficiently documented with regards to its cultural and historic substance. Over time, and through a planned research programme, further documentary and archaeological investigations may shed additional light on the *Tapada*, its arrangements and transformations over time.

Legal protection

The nominated property has been classified as a protected monument by Decree of 10 January 1907 and Decree of 16 June 1910, establishing a buffer with protection mechanisms.

The main law guaranteeing legal protection to the Royal Building of Mafra is Law n. 107/2001. The GDCH was established by Law Decree n. 115/2012: its mission is to oversee the implementation of the protection and guarantee the management, safeguarding, conservation and restoration of protected cultural properties in Portugal. The Law Decree n. 140/2009 stipulates key protection and management requirements by establishing that, prior to their implementation, works need to be evaluated and monitored with regards to their potential negative impact on the integrity and authenticity of the property.

The National Palace of Mafra, as a museum, is also subject to the provisions of the Museum Framework Law n. 47/2004 and enjoys a Safety Plan, a compulsory instrument according to the law.

The *Tapada* is subject also to the provisions of Law Decree n. 151-B/2013 and subsequent modification subject to Environmental Impact Assessment, and it is the object of a Forest management plan approved in 2014.

The Master Plan for Mafra was reviewed in 2015: the zone surrounding the Royal Building of Mafra is classified as forested spaces, the preferred aims being the preservation of ecological balance, forestry protection and landscape enhancement.

The urbanised zones surrounding the nominated property include the Town of Mafra, and other clusters for which the urban planning establishes regulations that would prevent pressures from urban development.

The Operational Unit for Planning and Management covering the Royal Building of Mafra is key to ensure operational management.

Management system

The nominated property belongs entirely to the State, however its management depends on three ministries: Ministry of Culture (user: GDCH); Ministry of National Defence (user: Army Staff/ School of Arms); and Ministry of Agriculture, Forestry and Rural Development (Institute of Forestry). It is also used by the Municipality of Mafra (Cerco Garden) and by the Parish.

Collaboration between the different entities has been regulated through sectorial cooperation agreements and protocols, for specific objectives between differing partners according to the pursued objective. The signatory parties are the three main ministries, the Municipality of Mafra, the Lisbon Patriarchate, and the Lisbon Tourism Association.

According to the nomination dossier, the management of the property is coordinated by a Management Committee, which operates as a Mission Unit, established in 2010 for the purpose of elaborating the nomination to the World Heritage List of the Royal Building of Mafra.

Basically, the management system relies upon existing legal, planning and management instruments and upon the agreements and protocols in place for specific purposes.

For instance, the Royal Palace of Mafra, as a museum, enjoys a safety plan and instruments to programme maintenance and conservation works, where needed.

The 'Tapada Nacional de Mafra' has been governed since 1998 by a 'Cooperativa de Interesse Publico de Responsabilidade Limitada'. This is formed of ministry representatives and various stakeholders, principally those with environmental and shooting interests. Day-to-day management is conducted by a Director based at *Celebrede* within the *Tapada*.

The *Cerco* Garden is managed by the Municipality of Mafra through a maintenance plan.

The main objectives of the management would be ensuring protection, management, safeguarding, and preservation of the nominated property, to promote the study and dissemination of the property, promote the sensitisation and dissemination of good practices for the safeguarding of the property, encourage access to the property, develop and implement annual action plans, and sustain the property through the development of cultural tourism. The central body would be the property management, which, according to the nomination dossier, includes the GDCH, the Army Staff/ School of Arms, the National Hunting Park of Mafra, and the City Council of Mafra.

A number of commitments are identified in the Annexes to the nomination dossier for each relevant stakeholder who is a signatory party to the cooperation agreement establishing the Management Committee.

ICOMOS noted that the list of commitments identified for the management of the property were not expressly included in the Protocol for establishing the Mission Unit dated 2010. Reference in the Protocol text is made to an Action Program, but this does not seem to be attached to the Protocol.

In February 2019, the State Party transmitted an updated Cooperation Protocol among the Municipality of Mafra, the School of Arms, the General Directorate for Cultural Heritage, the National *Tapada* of Mafra, and the Parish of Mafra, which was signed on 15 February 2019.

The cooperation protocol establishes a Cooperation Unit to optimize the management system that meets quarterly, and an Advisory Unit to support and cooperate with the Cooperation Unit. The mandate of the Unit is monitoring the building, the garden areas, standardisation of processes/procedures, surveillance of forested areas, coordinating security plans, research, cultural and educational activities, conservation/restoration of movable objects, and promotion and ticketing.

Visitor management

The nomination dossier devotes a brief paragraph to visitor facilities and infrastructure but does not address visitor management specifically, although the management system mentions objectives related to visitation and promotion of the nominated property.

ICOMOS considers that a coordinated and unified approach to visitor management is indispensable, especially considering that the nominated property and its visitation are managed by different bodies. In this regard it would be necessary that the management develops a common visitation strategy with a common framework for the presentation of the property, its values, attributes and history. An overall assessment of the impact of current and potential future visitors on the various parts of the property will assist the sound management of visitors, whilst

respecting the values of the nominated property and its functions.

The newly-created Coordination Unit shall address also visitor management needs.

Community involvement

The nomination dossier does not explain whether the local community has been involved in the nomination process. The visual structure of the management system in the nomination dossier mentions other partners among the concerned parties but it is not clear how the local community and entrepreneurs, for instance, will be involved in the management process.

ICOMOS considers that it is important that the State Party and the management of the nominated property address this aspect in its management approach.

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

Legal protection appears to be adequate for the nominated property and based on some key, implemented instruments. The State Party has harnessed the evaluation process and the initially-proposed buffer zone has been expanded well beyond the originally-proposed 75m strip of land. The new buffer zone is based on planning zoning provisions, fire prevention regulations, and nature protection zones. The rationale for the amended buffer zone (document submitted on 25 February 2019) is now clear and adequate protection measures seem to be in place.

ICOMOS observes that the different bodies that use the nominated property and are responsible for the maintenance and management of their assigned portion of the complex have elaborated instruments to this aim. However, there is no evident harmonization and coordination mechanism in the nomination dossier among these instruments, which appear to have separate lives.

ICOMOS noted that the 2010 Protocol to establish the Management Committee only focused on the nomination process and did not address how the Management Committee or any other management structure would guarantee a coordinated and collaborative management of the property in case it is inscribed.

Following the reception of the Interim Report, the State Party has transmitted an updated Cooperation Protocol among the key managing entities of the nominated property, signed on 15 February 2019.

ICOMOS considers that this represents an important step forward to ensure that a more robust and coordinated management system is set up, able to ensure circulation of information, coordination and cooperation among all stakeholders, based on a common and jointly developed management tool.

The various separate agreements need to be integrated into one single instrument that delineates common objectives and specific management tasks for each management body.

Inter-institutional cooperation is crucial, particularly when it comes to visitor management and strategy. Joint forces might be able to improve the visitation experience of the overall complex.

Furthermore, ICOMOS considers that the *Tapada* should be managed through a cultural landscape approach, and the objectives of the management should include landscape archaeological research: given the lack of documentary resources, direct research appears to be the only thing capable of shedding light on the former uses and arrangements of the *Tapada* as a purposely-designed landscape for multifunctional uses.

ICOMOS considers that the legal protection in place for the nominated property is adequate. The State Party has considerably enlarged the buffer zone to guarantee protection from fire threats and from visual impacts over the vistas towards the Royal Palace of Mafra from the town.

A Cooperation Protocol has been recently signed (15 February 2019) to replace the previous one, and this represents a step forward that needs to be fully harnessed by the State Party to achieve a shared and coherent vision for the whole nominated property. However, full coordination and cooperation mechanisms among all managing bodies are yet to be built, each managing body still operating according to its own planning, programming or management tools.

ICOMOS considers that a more robust management structure is needed with explicit tasks and commitments and one jointly-elaborated management tool, extending to address visitor and risk management.

6 Conclusion

The Royal Building of Mafra with the *Cerco* Garden and the *Tapada* has been nominated under four criteria – (i), (ii), (iv) and (vi) – as an exceptional representation of King João V's conception of the monarchy and of the State, in which each social component had its role: the aristocracy, represented by the Royal residences; the Church, illustrated by the basilica; and the people, represented by the Franciscan monastery, all gathered in one single building.

King João V's ideological programme is reflected in the layout of the building, in the choice of the architectural language (Roman Baroque as opposed to previously adopted Mannerism), and the functions included within the complex, in particular the Infirmary, the Library and the School, reflecting the importance accorded to health and education.

A wealth of research has been deployed, despite the loss of the archival records of the construction of Mafra, to support the proposed justification for inscription, focused in particular on the Palace. Much less information was presented in the nomination dossier on the *Cerco* Garden and on the *Tapada*: the additional information has partially remedied this weakness; however a substantial increase of documentation for the *Tapada* would be necessary – in the form of a landscape study, including a cartographic inventory of its heritage features – to illustrate the historic substance of the *Tapada* and the way in which it served the Mafra complex.

The revised and augmented comparative analysis presented by the State Party upon ICOMOS' request, demonstrates that there is room for the Royal Building of Mafra on the World Heritage List, even though a number of Royal residences are already listed, in particular for the presence of the *Tapada*, which is the element that makes the nominated property stand out amongst its comparators.

ICOMOS, however, considers that, out of the four criteria proposed, only criterion (iv) has the potential to be justified by the whole of the nominated property (the Royal Building, the *Cerco* Garden and the *Tapada*). However, insufficient documentation has been presented in the nomination dossier and in the additional information, particularly on the *Tapada*. Further graphic documentation – a landscape study or, at least, a mapped inventory of the landscape and heritage features surviving in the *Tapada* – is needed, to support the textual description and illustrate better the heritage features of the *Tapada*, especially because the comparative analysis has clarified that it is the distinctive and decisive element of Mafra to justify consideration for the World Heritage List.

ICOMOS considers the property altogether cannot meet criterion (i) because the architectural, technological and artistic achievements of the royal building evoked to support the justification of this criterion appear to be confined only to some built features (staircases, the dome of the basilica and the sculptural decoration). These were built by applying principles already tried earlier and in much larger structures to justify criterion (i). Additionally, neither the *Cerco* Garden nor the *Tapada* can be said to reflect the expression of human creative genius.

The arguments presented to support criterion (ii) focus on the Royal Building only and do not consider the *Cerco* Garden or the *Tapada*. Their features and historical development, however, even on the basis of the additional information provided, do not suggest that they could contribute to supporting this criterion. As for the Palace, the arguments presented would anyway be slim in the light of the comparative analysis.

The arguments presented to justify criterion (vi) can contribute to strengthen and to complement the justification of other criteria, but are not sufficient to demonstrate criterion (vi). Additionally, only some elements of the nominated property reflect one or other of the justifications but not Mafra as a whole.

The conditions of integrity and authenticity, to be fully demonstrated, would require additional documentation to be presented on the heritage features of the *Tapada* in particular.

The legal protection in place for the nominated property appears adequate, as well as the buffer zone as amended through the additional information submitted on 25 February 2019, which seems to guarantee the needed added layer of protection to the nominated property, particularly to prevent fire threats and negative visual impacts on the vistas towards the Royal Palace of Mafra from the town.

The elaboration of the nomination dossier has been a collaborative effort of the three main government bodies responsible for the Complex, plus the Municipality of Mafra, and the Parish of Santo André of Mafra.

On 25 February 2019 an updated Collaboration Protocol was signed by the Municipality of Mafra, the School of Arms, the General Directorate of Cultural Heritage/National Palace of Mafra, the National *Tapada* of Mafra and the Parish of Mafra. All parties are to be commended for the forward-looking decision to sign the protocol and to establish the Cooperation Unit. This represents a first step to building a coherent vision for the whole nominated property as well as well-gearred coordination and cooperation mechanisms among all managing bodies. At the moment, each managing body operates according to its own planning, programming or management tools but the target to be sought is a robust management structure with explicit tasks and commitments for each member and one jointly-elaborated management instrument, extending to address priorities in the conservation measures, visitor and risk management.

7 Recommendations

Recommendations with respect to inscription

ICOMOS recommends that the nomination of Royal Building of Mafra – Palace, Basilica, Convent, *Cerco* Garden and Hunting Park (*Tapada*), Portugal, be **referred back to** the State Party, in order to:

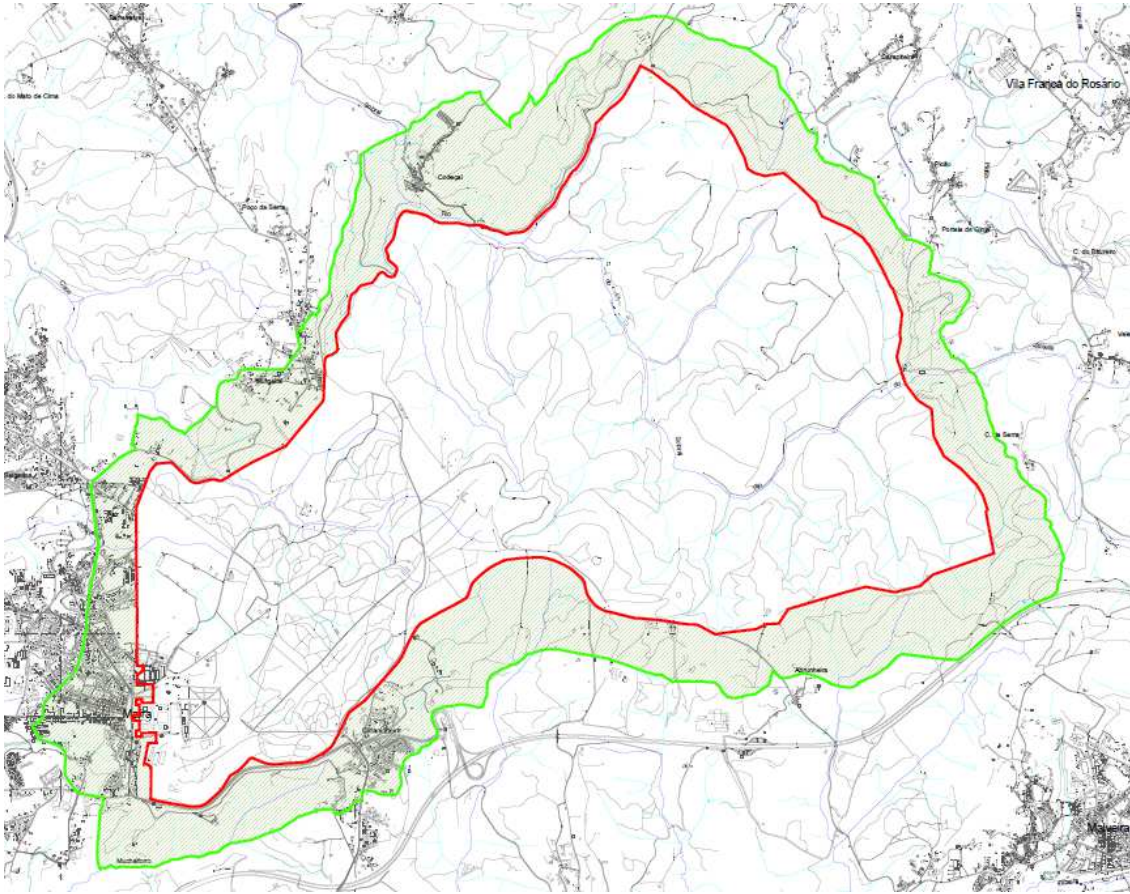
- Develop a landscape study and a cartographic inventory of the heritage features of the *Tapada* to support a more complete and detailed understanding of the historical evolution of the design of the *Tapada*, including the distribution of the functional areas, of the hydraulic system and its elements, the selection of plants, as well as alterations to the species and their layout, so as to reinforce and further substantiate the proposed justification for inscription;
- Use the information above to reinforce the management of the cultural landscape dimension of the *Tapada*;

- Develop a more robust management system that identifies explicit tasks and commitments for each member of the Operational Unit and integrates the various plans and programmes into a jointly-elaborated management instrument, based on a unified vision for the whole of the property.

Additional recommendations

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

- a) Developing jointly a conservation programme with all responsible managing institutions, with clear priorities, and sources of funding for the whole of the property,
- b) Requesting the School of Arms to undertake a review of the usage of the land it occupies, in coordination with a landscape architect, with the aim of improving the setting of the convent whilst meeting the functional needs following the changes of 2013,
- c) Encouraging the Municipality to develop a conservation plan for the *Cerco* Garden, stating the long-term objectives for its management,
- d) Encouraging the management parties to coordinate through one single strategy the interpretation of the property, including unified works so that the public can appreciate its totality,
- e) Encouraging all relevant parties involved in elaborating a strategy for, and carrying out, landscape archaeology investigations within the *Tapada* to shed further light on its historic development as a designed multifunctional landscape;



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



Main façade (east side)



Basilica dome



Overview of the *Tapada*



Boxwood Garden