
ShUM Sites (Germany) No 1636

Official name as proposed by the State Party

ShUM Sites of Speyer, Worms and Mainz

Location

State of Rhineland-Palatinate
Cities of Speyer, Worms and Mainz
Germany

Brief description

Located in the former Imperial cathedral cities of Speyer, Worms and Mainz, in the Upper Rhine Valley, the ShUM Sites of Speyer, Worms and Mainz comprise the Speyer Jewry-Court, with the structures of the synagogue and the women's *shul*, the archaeological vestiges of the *yeshiva*, the courtyard and the still intact underground *mikveh*. It also comprises the Worms Synagogue Compound, with the in-situ post-war reconstruction of the synagogue and the women's *shul*, the community hall (Rashi House), and the 12th-century *mikveh*. The series also gathers the Old Jewish Cemetery in Worms and the Old Jewish Cemetery in Mainz.

Altogether, the ShUM sites tangibly reflect the early emergence of the distinctive Ashkenazic Jewish customs and the development and settlement pattern of the ShUM communities in these three cities, particularly between the 11th and the 14th centuries.

Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a serial nomination of four components comprising one *group of buildings* and three *sites*.

1 Basic data

Included in the Tentative List

15 January 2015

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 15 to 18 September 2020.

Additional information received by ICOMOS

A letter was sent to the State Party on 22 September 2020 requesting further information about the post-war restoration/reconstruction works; the rationale for the buffer zones of two component parts; protection measures for the buffer zones; development projects; and the status of the management system.

An Interim Report was provided to the State Party on 17 December 2020 summarising the issues identified by the ICOMOS World Heritage Panel.

Further information was requested in the Interim Report including: description and wider historical context of the nominated serial property; authenticity and reconstruction; boundaries; protection and management; involvement of the local communities in the nomination process; risk management; interpretation and visitor management; and maintenance and monitoring.

Additional information was received from the State Party on 13 November 2020 and 25 February 2021, and has been incorporated into the relevant sections of this evaluation report.

Date of ICOMOS approval of this report

18 March 2021

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 nominated ShUM sites include four component parts located in the towns of Speyer, Worms and Mainz, on the Upper Rhine Valley: the Speyer Jewry-Court, the Worms Synagogue Compound, the Old Jewish Cemetery Worms and the Old Jewish Cemetery Mainz.

The acronym ShUM stands for the initials of Speyer, Worms and Mainz; it was used to indicate the Jewish communities of the three cities: the *qehillot Magenza, Warmaisa, Shpira* or *qehillot ShUM*.

In response to the ICOMOS Interim Report, the State Party provided a wide historical account of the emergence of the Jewish presence north of the Alps and on the formation of the various Jewish centres throughout Europe. The presence of the Jewish community in Cologne and Trier is attested in the 4th century CE but, to date, their established presence in the *Ashkenaz* – the area of the German Empire north of the Alps – is confirmed only from the 9th-10th centuries.

The Jewish community was granted protection and forms of privileges by Imperial and Bishopric powers in order to secure its settlement, thus contributing to the expansion of

those cities and to reflect the custom of the Holy City of Rome, where Jews had been part of the socio-urban fabric since antiquity.

In Mainz, a Jewish community is mentioned in the second half of the 10th century and soon after in Worms; towards the end of the 11th century one further community settled in Speyer. All stemming from the one in Mainz, the family and intellectual ties among members of the three communities evolved into forms of binding cooperation, and in the 13th century their federation was formalised by common statutes, later known as *Taqqanot Qehillot ShUM*.

Depending on the specific circumstances and balance of powers among religious, state or local rulers, arrangements to secure the Jewish presence often proved weak against antisemitic waves. Pogroms in the three cities and elsewhere had already been reported already at the time of the first Crusade (end of the 11th century) and again in the mid-14th century, and persecutions continued throughout subsequent centuries. After the 16th century, the resettlement of the Jewish community in the towns was permitted only in segregated neighbourhoods (ghettos). Exceptionally, in Worms, Imperial intervention prevented the expulsion of the Jewish community and, eventually, a municipal “Jewry-Ordinance” in 1570 ended these attempts, although riots against the community continued.

Between the 18th and 19th centuries, the Jewish community gradually acquired legal emancipation and their integration into social and cultural life increased.

In the 20th century, the advent of the National Socialist Party triggered once again expulsions and pogroms, culminating in the Shoah, with subsequent major destruction of tangible Jewish heritage, including parts of the serial nominated property, as explained further below.

Speyer Jewry-Court (component 1)

The nominated component encompasses the Jewry Court, with the remains of the synagogue, of its courtyard and of the women’s *shul*, or prayer room for women, the *mikveh*, a building for ritual baths, and the *yeshiva*, the teaching and study centre. They form a close group of buildings in functional and visual relationship. The monumental *mikveh* (c.1128) has been largely preserved in its original state, with its elaborate Romanesque form, refined stone masonry with *pietra rasa* rendering. It is assumed that the same stonemasons and craftsmen who worked on contemporary churches and cathedrals were employed on this building. The synagogue (inaugurated in 1104) and the women’s *shul* (13th century) survive as standing ruins; the *yeshiva* and the courtyard exist as archaeological remains.

The area of the former Jewry-Court was investigated in 1965-68. In 1999 the city of Speyer purchased the houses built over the Jewry court and exposed the medieval walls. In subsequent years, extensive archaeological investigations were carried out.

Worms Synagogue Compound (component 2)

The Worms Synagogue Compound includes the synagogue with its courtyard, the women’s *shul*, the *mikveh* (12th century), the *yeshiva* (17th century) and the community hall (*Rashi House*).

The synagogue was built in the 12th century and subsequently renovated after the 1349 pogrom, the anti-Jewish uprising in 1615 and further in 1699. In the 19th century, proposals to replace the old building were strongly opposed, therefore only adaptations were carried out. The layout of the synagogue - vaulted with supportive central columns – is common to many synagogues from later centuries.

The women’s *shul* was originally built in the 13th century and subsequently modified and extended in the 17th century and in the 19th century. It is deemed to be the earliest known architectural solution in Ashkenazic Jewry to provide women with access to religious rituals and prayer.

The monumental *mikveh*, founded in the late 12th century, has been fully preserved from medieval times. It exhibits high architectural and building quality.

With the exception of the *mikveh*, the synagogue, the women’s *shul* and the *yeshiva* are a result of post-war reconstructions. This aspect is discussed in the Conservation section of this report.

The fate of the community hall was different: it survived the 1938 pogrom and World War II. Due to its precarious condition and development plans, it was earmarked for demolition. Protests and negotiations led to the retention of the underground medieval cellar and remains of the medieval standing walls. The volume and shape of the new building echo the former community hall, but the chosen architectural design was contemporary. The construction was completed in 1982. The additional information provided by the State Party in February 2021 clarifies that the community hall in Worms was rebuilt a number of times, the last one, before the 20th century construction, occurred in the 1850s. The medieval cellars, though, were preserved. Forms, dimensions and functions of the future building were extensively discussed to ensure that it would reflect the significance of the former community hall within the Jewish community. Eventually, the concept of a multifunctional building was retained, and the design approved, as it was seen to integrate well into the synagogue area but was clearly recognisable as a new building.

The surviving structures of the medieval cellar and portions of the above-ground medieval walls of the original community hall have been carefully preserved and integrated into the new building. The whole process is fully documented and files are preserved in the City Archives Worms.

Old Jewish Cemetery Worms (component 3)

This component part is located immediately outside the medieval city wall, following ancient Jewish custom. Fully enclosed by a wall, the cemetery includes the Heiliger Sand, with the medieval headstones, the Baroque entrance courtyard with the *Tahara House* and the New Section of the cemetery. Its older part contains about 2,500 headstones, 836 of which date back to the Middle Ages and document the development of an Ashkenazic burial culture. Although it was damaged by air raids in 1944-45, the cemetery is largely preserved.

The original *Tahara House* – the earliest known building dedicated to the ritual cleansing of the dead before their burial – was destroyed during the 1615 pogrom and rebuilt immediately afterwards. It was heavily damaged again during the 1938 pogrom and partially reconstructed in the 1950s.

Old Jewish Cemetery Mainz (component 4)

The component part extends outside the medieval city and includes the cemetery "*auf dem Judensand*", the Memorial Cemetery with the medieval headstones, and the New Section. Around 180 headstones from the Middle Ages are preserved, whilst more than 1,500 can be found in the New Section of the Cemetery. The Memorial Cemetery contains headstones that had been removed from the medieval cemetery: they were collected and arranged in this area in the 1920s. The New Section includes tombs and headstones from the 18th century onwards.

In the 19th century some buildings were erected in the cemetery area, but larger redevelopment plans never materialised. In 1952, a school was built in one section of the cemetery and its demolition in 2007 revealed the presence of sunken tombs which were reburied.

Boundaries

The area of the 4 components totals 5.56 ha, with buffer zones totalling 16.43 ha.

The boundaries of the nominated Speyer Jewry-Court component part 1 include the remains of the ritual and community buildings related to the medieval community. Its buffer zone includes the area of the former Jewish settlement, which provides historical and physical context to the nominated component part.

Upon ICOMOS's request, the State Party clarified that one segment of the buffer zone of the Speyer Jewry-Court coincides with the delimitation of the Cathedral Monument Zone.

Further clarification was sought in the Interim Report about the ownership of the perimeter walls of this component part. The State Party explained that the city of Speyer owns the synagogue and women's *shul* walls whilst the wall enclosing the synagogue garden is in co-ownership with the Diocese of Speyer. The privately-owned estates adjoining the synagogue and the women's *shul* are protected by the Monument Protection Act of the Land

Rhineland-Palatinate and monitored by the Monument Protection Authorities.

The boundaries of the Worms Synagogue Compound include all surviving and reconstructed elements of the religious and community buildings. The buffer zone includes parts of the former Jewish Quarter, which safeguards visual relationships between the monuments and thus helps the understanding of the nominated component part in its context.

Based on the February 2021 additional information on the *Rashi House*, ICOMOS considers that the surviving medieval structures should be included within the boundaries of the nominated property. However, the 1980s building of the *Rashi House* built over these remains cannot be considered a tangible attribute expressing the proposed justification for inscription. But its volume and its functions, particularly the museum, complement the illustration of the historic layout of the complex.

The boundaries of the Old Jewish Cemetery Worms encompass the cemetery and immediately adjacent areas. The buffer zone includes areas related to the historical extent of the cemetery, areas of the former medieval city walls and of the former moat, and built-up areas.

The boundaries of the Old Jewish Cemetery Mainz include the current extent of the cemetery, whilst the buffer zone includes the known extent of the medieval cemetery and other areas to protect views.

ICOMOS considers that the boundaries of the nominated component parts are clearly delineated, they include all necessary elements that support the proposed justification for inscription, and are covered by different layers of protection.

Based on the additional clarifications provided by the State Party, ICOMOS considers that the boundaries of the buffer zones are acceptable; however special attention needs to be paid to developments that may occur outside the buffer zone, particularly around the cemeteries.

State of conservation

For the most part, the nominated component parts of the ShUM sites have witnessed historical events which resulted in different outcomes and therefore in a differing conservation history.

The surviving medieval standing walls of the synagogue and of the women's *shul* and the remains of the *yeshiva* of Speyer Jewry-Court have been restored since 1999 and in the same year a glass roof was installed to prevent rainwater infiltrations in the *mikveh*. Thermo-hygrometric parameters are permanently monitored. All structures are in good condition.

The synagogue in Worms was set on fire during the 1938 pogrom and, along with the adjoining women's *shul* and *yeshiva*, were demolished immediately afterwards. Since the 19th century the Jewish monumental complex has been

officially recognised as historic heritage of Worms. So, immediately after the 1938 destruction, artefacts were recovered and this continued during the war period. In 1948, a protective wall was built to secure the remains from further loss. The Romanesque portal of the synagogue was reassembled using original stone elements in 1949. Preparatory works continued and, in 1953, surviving members of the Jewish community of Worms were asked to support the reconstruction. Funds were secured from the State and federal budgets, and work was steadily carried out between 1957 and 1961.

Upon ICOMOS's request, in November 2020 the State Party provided extensive further documentation on the reconstruction process that shows that it has been fully documented and carefully carried out.

Following the post-war reconstruction (synagogue, women's *shul* and *yeshiva*) and restoration (*mikveh*), the Worms Synagogue Compound is overall in good conditions and monitored. Humidity problems in the *mikveh* have been dealt with since 2016 and detected stability problems are being addressed.

The Old Jewish Cemetery Worms and the Old Jewish Cemetery Mainz are overall in good condition, although with varying degrees according to the age and type of stone used.

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 good or adequate; in the cemeteries maintenance seems to focus essentially on medieval elements. However, conservation issues are being carefully addressed and it is expected that maintenance and conservation measures will be extended to all sections of the cemeteries. ICOMOS underlines the need for ensuring efficient drainage of surface water in the immediate setting of the *mikvehs*.

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:

- Urban development, particularly for the cemeteries, as they lie in more dynamic urban areas in a highly developed and densely settled region;
- Torrential rains, particularly relevant for the *mikvehs*;
- Weathering and associated processes (e.g., freeze – thaw cycles, salts crystallisation);
- Climate change which can trigger exceptional meteorological phenomena and modification of hygro-thermal parameters and abnormal weathering processes;
- Micro-biological infestations and vegetation growth, particularly relevant for the cemeteries;
- Vandalism and anti-Semitism, which may result in destructive actions or attacks.

The management system appears to be well equipped to deal with the most likely affecting factors through legal and planning protection mechanisms already in place and additional ones being elaborated (for further detail refer to the Protection and Management Section), regular maintenance and monitoring, and security measures.

A few substantial project proposals have been brought to the attention of ICOMOS by the State Party, which submitted separate information on development projects in June 2020 and detailed documentation following ICOMOS' additional information request in September 2020. On the basis of the received documentation and of the information gathered during the evaluation mission, ICOMOS considers that, at this stage, the project for the Hotel on "Das Wormser" is the only one that might impact visually on the nominated component part. The new planned hotel building is likely to be seen from its farthest areas, at least in the winter months when the vegetation cannot hide it. Careful consideration to the finishing of the new building is recommended in order to minimise visual disturbance.

The possibility to build an information centre south of the *Rashi House*, in the Worms Synagogue Compound, is under discussion. However, the February 2021 Additional Information clarifies that no detailed plans exist to date. If and when they materialise, the procedure established in paragraph 172 of the *Operational Guidelines for the Implementation of the World Heritage Convention* will be followed.

ICOMOS considers that any proposal of this kind has to be evaluated through an Heritage Impact Assessment.

In Mainz, development has already occurred in a large redevelopment plot along Mombacher Street, with the erection of 6-storey high buildings for Mainz University campus, and will continue with residential and mixed functions in the remaining part of the plot. ICOMOS observes that the visualisation of the project envisaged planting lines of trees along the street adjoining the Old Jewish Cemetery: it would be important to implement this measure as a form of mitigation of the views from the cemetery.

ICOMOS considers that close monitoring of development proposals is essential, both inside and outside the buffer zones, considering the dynamicity of the urban centres where the component parts are located, especially in the areas adjacent to major roads or railway lines.

ICOMOS considers that the boundaries of the nominated serial property and of the buffer zones are adequate. The state of conservation is overall good, although variable among the component parts; the major factors affecting the property are urban development, and torrential rains, possibly induced by climate change, and subsequent related factors, such as weathering. Ensuring efficient drainage of surface waters near the *mikvehs* is recommended. Close monitoring of development proposals is essential, both inside and outside the buffer

zones, considering the dynamicity of these urban areas. Measures to mitigate the possible visual impact of the upper part of the Hotel on “Das Wormser” immediately outside the buffer zone of the Old Jewish Cemetery Worms need to be adopted. Any future project proposal that may impact on the nominated property should be the object of an Heritage Impact Assessment process. The planned tree-planting along the perimeter wall of the Old Jewish Cemetery Mainz is important to mitigate the visual impact of the already carried out development.

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:

- It is an exceptional testimony of Jewish community life in the diaspora.
- It tangibly illustrates the formation of the fundamentals of Ashkenazic Judaism and the statutes established by the ShUM communities.
- It establishes architectural design that had a lasting impact on the material culture of Ashkenazic Jews.
- It is clear evidence of the cultural identity and resilience of the Jewish communities in a majority Christian culture.
- It is tangibly and directly associated with the creative achievements of Ashkenazic early scholars.

Comparative analysis

The nominated series is comprised of all surviving monuments, structures and archaeological remains of the religious and community facilities of the associated Jewish communities settled in Speyer, Worms and Mainz, regulated by formalised statutes (*Taqqanot Qehillot ShUM*).

The comparative analysis has been carried out at two levels: global and sub-regional. The global comparison considers the following parameters: merging of religious and cultural traditions, coexistence of different ethnic or cultural groups, connection with events or beliefs important for more than one religious tradition, change of status of religious groups from minority to majority position; demonstration of resilience in the face of external challenges. Altogether some 190 sites have been considered, of which 108 are inscribed on the World Heritage List and 30 included in the Tentative Lists of States Party.

The relevant comparative exercise has been developed at the sub-regional level on the basis of the five main facets of the proposed Outstanding Universal Value and key attributes: Jewish community centres; synagogues with gable structures, vaulted synagogues with central

pillars; women’s *shul*, *mikveh* buildings; Jewish cemeteries, and centres of Jewish intellectual life.

The sub-regional comparison focuses essentially on Ashkenazic communities and the tangible inheritance they have left and is informative about the survival of a number of Jewish ritual buildings or of their remains.

In response to the ICOMOS Interim Report, the State Party has provided extensive explanations on the different strands of Judaism to further support the comparative rationale. Some clarifications have also been provided on the specific contexts of the emergence and historic development of Jewish communities in other centres of the Ashkenazic area that make the nominated serial ShUM sites distinct from these centres.

Despite some weaknesses and thanks to the additional information provided, ICOMOS considers that the comparative analysis justifies consideration of the nominated serial property for the World Heritage List.

Criteria under which inscription is proposed

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

Criterion (ii): *exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;*

This criterion is justified by the State Party on the grounds that the ShUM sites include buildings and functional spaces reflecting emerging social and ritual traditions in diasporic Jewry that became prototypes for other later buildings. The nominated serial property includes among the earliest known synagogues, women’s *shul* and *mikvehs* in Central Europe and they had a major impact on the design of other religious or community buildings in the Middle Ages. The nominated Old Jewish Cemeteries Worms and Mainz, with their suburban location and the easterly orientation of the graves bear witness to a burial culture that spread across Europe among the Ashkenazic Jew community.

ICOMOS considers that the additional information provided in February 2021 contributes to justify this criterion, particularly with regard to the synagogues, the women’s *shul* and the *mikvehs* being prototypes for later buildings and architectural complexes, and for the location and the layout of the cemeteries.

Criterion (iii): *bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared;*

This criterion is justified by the State Party on the grounds that the ShUM sites represent a unique and exceptional testimony to the formation of the Ashkenazic Jewish tradition and identity and bear witness to the resilience of a religious minority. The nominated series reflects in a vivid manner Ashkenazic conceptions, practices and

traditions as well as the interaction of the Jewish community with surrounding population and the Christian rulers. Along with their statutes (*Taqqanot Qehillot ShUM*), the religious buildings and archaeological remains, as well as the cemeteries illustrate the self-image of the ShUM Jews as religious communities. The nominated serial property is also seen as early evidence of the participation of the Jewish community in the High Middle Ages' urbanisation of Central Europe (north of the Alps, northern France and England) because they were seen as an essential component of powerful cathedral cities.

ICOMOS considers that the nominated serial property indeed tangibly illustrates the formation of the Ashkenazic cultural tradition and the key ritual and community functions: the role of prayer and scholarship, the importance of religious purity, legal community and self-administration.

However, the claims for the role played by Jewish communities in the urbanisation process has not been supported by adequate evidence in the nomination dossier or by the additional information transmitted in November 2020 and in February 2021. ICOMOS observes that Jewish communities indeed contributed to the economy of the urban centres but it has not been shown how they participated in the formation of the urban structure.

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 ShUM sites, being the cradle of Ashkenazic Jewish living tradition, are directly and tangibly associated with a major religious diaspora group which settled in Central Europe and shaped a distinctive form of Judaism, and a specific diaspora language, *Yiddish*, as Hebrew was reserved for religious practice. The nominated series also reflects exceptionally the long history of Judeo-Christian encounters. The nominated property is also evidently and tangibly related to the *Taqqanot Qehillot ShUM*, the corpus of ordinances compiled in 1220 and regulating the religious life and legal matters of the Jewish communities of Speyer, Worms and Mainz. Furthermore, the nominated serial property is closely linked to achievements in Bible and Talmud studies, religious law, liturgical poetry and codification of religious customs. These literary works had significant influence in the Ashkenazic world, and many liturgical poems remain in use today in the Jewish liturgy.

ICOMOS considers that the additional information supports the claim of the nominated serial ShUM sites being the cradle of Ashkenazic Judaism and of the exceptional importance of the *Taqqanot Qehillot ShUM* for Ashkenazic Jewry as well as their inherent association with the nominated sites. These arguments also reinforce the justification for criterion (iii). The additional information

has also demonstrated the tangible association of the nominated property with literary religious works which continues to be used.

On the other hand, ICOMOS notes that other still surviving Jewish sites reflect the long history or Judeo-Christian encounter and cannot be said to be an exceptional specificity of the nominated property.

ICOMOS considers that the nominated property meets criteria (ii), (iii) and (vi); however, some of the arguments presented are not considered to support the justification of the criteria.

Integrity and authenticity

Integrity

The nominated serial property includes all surviving elements illustrating the Jewish communities in the cathedral cities of Speyer, Worms and Mainz. In Speyer, only the religious and community ensemble survives, whilst in Mainz only the Old Jewish Cemetery has survived to the present day. Surviving original buildings and structures, archaeological remains and post-war reconstructed buildings are all in good conditions and so are the two cemeteries. Despite the losses suffered by the components included in the nominated serial property due to the repeated pogroms, expulsions and persecutions of Jewish communities, overall the nominated series is deemed to be able to support the proposed justification for inscription. All nominated component parts are afforded the strongest legal protection, and none of them is threatened by development or neglect.

The nomination dossier includes a comprehensive assessment of integrity of the nominated serial property and of the contribution of each component part to the series. ICOMOS considers that this assessment will prove helpful also as a reference for management purposes.

ICOMOS considers that the nominated property contains all necessary elements to convey how the Ashkenazic Jewish communities of ShUM shaped their traditions and cultural identity throughout the High Middle Ages, and how responses to aspects of their religious and community life have been materialised, within a predominantly Christian society. With the exception of the *mikvehs*, which retain high integrity, most of the buildings and, less so, the cemeteries, have suffered from the ravages of dramatic historical events, including in the 20th century. However, what survives retains sufficient, although varying degrees of integrity, allowing a clear understanding of the values and of the historic processes and patrimonialization expressed by the ShUM sites.

Although pressures are under control, particular attention needs to be paid to future developments, especially for the cemeteries, which are located in more dynamic areas when it comes to urban development.

Authenticity

According to the nomination dossier, the nominated serial property meets the conditions of authenticity in terms of form and design, layout, spatial organisation and interrelationships. Therefore, the nominated serial property reflects clearly its development in the High Middle Ages.

The nomination dossier discusses extensively the conditions of authenticity of the serial nominated property and of the specific component parts, so as to provide a detailed and modulated assessment of their conditions of authenticity. Such an assessment will also be useful as a guide to management.

ICOMOS concurs with most of the arguments set out in the nomination dossier and underlines the high degree of authenticity, based on many sources of information, of the *mikvehs* in Speyer and Worms, which have been handed down almost intact since their construction and have kept their original function.

With regards to the Worms Synagogue Compound, the nomination dossier provides an account of its reconstruction. ICOMOS requested additional information about the process of the post-war reconstruction and the additional material provided in November 2020 suggests that a wealth of information exists on the reconstruction of the synagogue and the women's *shul* in Worms.

On the basis of the arguments presented in the nomination dossier, the additional documentation, and discussion of issues of authenticity transmitted by the State Party, ICOMOS considers that the extensive reconstruction works of the Worms Synagogue Compound are to be contextualised in the post-war and post-Shoah setting. It is noted that an aspiration for the reconstruction of these monuments had been there since the aftermath of the war, but it took some ten years of preparation before it could begin.

ICOMOS further observes that the reconstruction ensured the retention of the residual authenticity of the destroyed monuments and has tended to evoke cultural identity and intangible practices. Only the lower parts of the walls have survived intact in their original places and therefore exhibit the richest conditions of authenticity; however, a number of collapsed original elements have been reinstated, some with a higher level of confidence, others have been nevertheless reused in the reconstruction. The synagogue complex has regained its function and services have taken place on a regular basis since the mid-1990s, with the increase in numbers of Jews living in Worms.

ICOMOS suggests that a re-appraisal of the reconstruction of the Worms Synagogue Compound would contribute to illuminating the multiple dimensions of the reconstruction process of these monuments and inform the interpretation and presentation of the ShUM sites.

ICOMOS stresses the need that all visitors are made fully aware that these monuments have been reconstructed and have explained to them the story of the specific reconstruction process of these monuments. Communication and interpretation programmes should specifically address this aspect of the nominated property.

Based on the additional information provided by the State Party in February 2021 on the demolition of the 19th-century building of the community hall and the construction of the *Rashi House* between the 1970s and 1980s, ICOMOS considers that only the surviving medieval structures of the community hall can be considered as tangible attributes conveying aspects of the proposed justification for inscription. However, the *Rashi House* houses the Jewish Museum Worms, therefore it can be considered that its museum function complements the tangible attributes in telling the story of the Jewish ShUM communities throughout the centuries.

In conclusion, ICOMOS considers that, despite the losses suffered by some of the component parts and taking into consideration the theme reflected by this nomination and its specific historical development, the conditions of integrity and authenticity are met. However, given the different history and reconstruction process followed for the community hall, ICOMOS considers that the 1980s building of the *Rashi House* cannot be considered an attribute supporting the proposed justification for inscription. ICOMOS also considers that a reappraisal of the reconstruction processes would also be useful to inform the interpretation and presentation of the ShUM sites, particularly at the Worms Synagogue Compound.

Evaluation of the proposed justification for inscription

The nomination dossier and the additional information have demonstrated the outstanding importance of the serial nominated property. The comparative analysis, complemented by the details on the wider context in which the nominated property is to be understood, justifies consideration of the ShUM sites for the World Heritage List. All three criteria – (ii), (iii) and (vi) – have been justified, although the role played by the nominated sites in the urbanisation of Speyer, Worms and Mainz has not been proved by the nomination dossier nor the additional information.

Some component parts have suffered losses over time and have been the object of repeated repairs and reconstructions. However, some components and elements have survived from the Middle Ages in exceptional conditions of integrity and authenticity. Taking into consideration the theme reflected by this nomination and its specific historical development, ICOMOS considers that the conditions of integrity and authenticity are met. However, the 1980s building of the *Rashi House* cannot be considered an attribute supporting the proposed justification for inscription. A reappraisal of the reconstruction processes at the Worms Synagogue Compound would also be useful to inform the interpretation and presentation of the ShUM sites.

Attributes

The location, form, design, essential layout, spatial organisation and respective interrelationships, including visual links, of the nominated components and of the respective elements within the components reflect their significant and influential development in the High Middle Ages. The subsequent additions and modifications, with no historicist restorations carried out, reflect clearly and outstandingly the historical development and the increasing awareness of its heritage significance of the nominated series. The *mikvehs*, in particular, have been handed down from the High Middle Ages to the present day in a preserved state that is rare and exceptional for medieval buildings. The exceptional historical and architectural quality of the nominated components was recognised as early as the 19th century and measures for their protection were introduced. The sense of place and recollection of the ShUM sites and particularly the cemeteries, contribute significantly to the understanding of their heritage values.

ICOMOS considers that the identification of attributes is comprehensive and supports the justification for inscription.

4 Conservation measures and monitoring

Conservation measures

Conservation works have been carried out at the component parts of the nominated series and maintenance is regularly performed. The conservation of the nominated series is addressed in a systematic manner and integrates regular inspections, maintenance and *ad-hoc* projects. In particular, a pilot project for the conservation of the headstones at the two cemeteries is being implemented to test the most appropriate treatments. A multi-year project for developing and testing methods for the conservation of the ancient plaster fragments of the *mikveh* is being implemented with the involvement of several specialised institutions and the participation of the State Association of Jewish Communities of Rhineland-Palatinate.

Upon ICOMOS's request, the State Party has provided additional details on the maintenance programme for the nominated series.

ICOMOS considers that the conservation measures are adequate to safeguard the attributes conveying the proposed justification for inscription and funds seem to be available to support this conservation. All sections of the cemeteries would benefit from receiving the same level of attention and care as the medieval tombstones.

Monitoring

Monitoring activities are part of the regular protection requirements. *Ad-hoc* monitoring groups have been set up within the management structure. The site manager, once appointed, will be responsible for the monitoring and the quality assurance, which include defined monitoring procedures and reporting as well as qualified procedures

for conservation, maintenance and other works. Key indicators for the state of conservation of the nominated serial property have been identified.

ICOMOS observes that, overall, the monitoring system for the conservation of the nominated series relies on existing monitoring protocols and procedures. However, it would be useful if the periodicity of the monitoring could be better specified and the responsible actors for monitoring activity indicated. In its February 2021 additional information, the State Party provided further clarification on the monitoring system and on the responsible agencies.

ICOMOS notes that a programme of priority measures and course of action has been prepared but no monitoring indicators seem to be in place: their development and implementation is recommended.

ICOMOS considers that conservation measures are adequate to guarantee the sustenance of the nominated property and its attributes are adequately resourced. ICOMOS however recommends that all sections of the cemeteries receive the same level of attention and care as the medieval tombstones. The monitoring system for the state of conservation of the nominated series is adequate for its purpose. The monitoring of the implementation of the management programme included in the Management Plan would benefit from the addition of performance indicators.

5 Protection and management

Documentation

The nomination dossier documents that a wealth of information exists for protected cultural monuments as well as archaeological areas and excavations, and that documentation continues to be produced and stored in the archives of responsible institutions. The nomination dossier and the Management Plan contain indications of the repositories of the documentation. A database of sources of information about the ShUM sites is being elaborated and it will be available for consultation as a research tool.

The Management Plan contains a tabular summary of the most important research campaigns recently carried out or ongoing.

ICOMOS observes that the nominated serial property is very well documented, especially the two nominated cemeteries. Several research and academic institutions are involved in research on the nominated property, with the consequent production of significant amount of information and documentation.

ICOMOS understands that a great deal of documentation is located in several different institutions: it would be useful if digitisation of all archival documentation be envisaged and integrated into the database being prepared, for accessibility and risk management reasons.

Legal protection

The nomination dossier contains a detailed description of the protection legislation at the Federal and State levels covering the nominated component parts and their buffer zones. The key legal instrument for the protection of the nominated serial property is the Monument Protection Act of Rhineland-Palatinate (DSchG). Building and planning regulations are a Federal responsibility: the Federal Regional Planning Act (Raumordnungsgesetz – ROG) and the Federal Building Code (Baugesetzbuch – BauGB) are relevant for the protection of both the nominated component parts and their buffer zones. The ROG includes provisions related to the historic cultural landscapes and the World Heritage properties, whilst the BauGB guarantees that cultural and urban heritage are duly taken into account in urban planning development.

The key authorities implementing the legislation concerning monument protection include: the Lower Monuments Protection Authority which grants permissions in consultation with the State Conservation Office; in case the Lower Authority wishes to deviate from the State Office, the matter is reverted to the Higher Monuments Protection Authority, which can take a decision or again revert to the Lower Monuments Protection Authority. The Highest Monuments Protection Authority is the Ministry for Science, Further Education and Culture.

The key planning instruments relevant for the protection of the nominated serial property and of the buffer zones include Land-use Plans, as well as Local Building and Construction Plans (LBCP). The nominated property and the buffer zones will be submitted in text form to be included in the plans, as required by the BauGB.

All component parts of the nominated property are afforded legal protection under the State law on the protection of monuments. The buffer zones are afforded protection as surrounding areas of protected monuments and by binding provisions of local planning instruments. A set of municipal statutes exist in Speyer, Worms and Mainz protecting the townscape and regulating development activities.

Following the request for additional information by ICOMOS, the State Party has clarified that new local building and construction plans are being prepared in order to incorporate fully the Speyer Jewry-Court and its buffer zone (LBCP 056 A), to cover the entirety of the Worms Synagogue Compound (LBCP O 128) and for the area surrounding the Old Jewish Cemetery Worms (LBCP O 127). The existing LBCP covering the area adjoining the Old Jewish Cemetery Mainz include developments that are being completed.

ICOMOS notes that in Worms an area to be carefully monitored for possible future development lies outside the proposed LBCP O 127, on the other side of the railway.

The safeguarding and overseeing of the cemeteries is regulated on the basis of an agreement among Federal Government, Federal States and Jewish organisations. Relevant state authorities are responsible for the

supervision of the cemeteries with the specialised involvement of the State Association of Jewish Communities of Rhineland-Palatinate.

Upon ICOMOS's request, the State Party explained that revised local building and construction plans await public participation procedures, which could not be implemented due to the pandemic, before being approved. However, the State Party expects to finalise the procedures and enforce the local plans in the second half of 2021.

Management system

Coordination at the federal level between the Federal Government and the Federal states falls under the responsibility of the Standing Conference of the Ministers of Education and Cultural Affairs of the Lander in the Federal Republic of Germany. At the State level, the institutions responsible for the implementation of the legal and planning frameworks include four ministries, their respective specialised branches as higher state authorities in heritage protection, building supervision, spatial planning and nature and environmental protection, and finally the local authorities, namely the self-governing cities of Speyer, Worms and Mainz.

The management system for the nominated serial property relies on legal, planning and institutional frameworks already in place and established via Federal, State and municipal legislation. A management structure has been set up: it includes all relevant stakeholders and comprises a steering committee, supported by a special monitoring group and an advisory council, three management groups, one for each component, participating in the management group for the ShUM sites and implementing decisions at each component part. Subject-oriented management groups exist to address specific matters, e.g. tourism. Three monitoring groups, one for each city, participate in the Monitoring Group for the ShUM Sites. The Managing Director of the ShUM-Cities Speyer, Worms and Mainz Association is planned to assume the role of the World Heritage site manager, in the event of World Heritage listing. The position is available and financed.

Quality assurance and conflict management processes have been established to inform monitoring and guarantee that decision-making on matters pertaining to, or impacting on, the nominated property are based on qualified procedures, including World Heritage Impact Assessment, and that conflicts are managed at an early stage.

In its additional information received in November 2020, the State Party explains that the State of Rhineland-Palatinate, the State Association of Jewish Communities of Rhineland-Palatinate, and the cities of Speyer, Worms and Mainz, signed a cooperation agreement in 2012, further updated in 2020, therefore management arrangements are already in place.

A Management Plan has been prepared and contains a list of measures and courses of action developed for effective and long-term protection addressing both the nominated serial property and the buffer zones. Priorities have also been identified and addressed through specific projects.

Risks of disasters from natural causes, namely earthquakes and floods, are deemed rather low for the nominated serial property. A state earthquake registration system is in place and in the medium-term, an earthquake network for monitoring effects of seismic activities is expected to be established. General safety measures exist at all component parts for lightning and fire. Torrential rains and storms represent the highest risk for the two *mikvehs*: in Speyer a glass roof has been installed and in Worms options for sealing the external surfaces are being discussed.

In its Interim Report, ICOMOS requested additional information on measures against vandalism. The State Party responded that during 2020 further *ad-hoc* protection measures and security recommendations have been introduced and implemented following terrorist attacks in Germany and Austria. An updated assessment of hazards for all nominated components is planned to be performed by the State Criminal Police Office of Rhineland-Palatinate.

Visitor management

Plans exist to develop an *ad-hoc* common tourism policy for the ShUM sites which can be integrated into the larger tourism policies at the municipal level. The management approach is to give priority to the ritual use and religious dignity over visitors. Component parts are not fully accessible to the public, but consideration is being given to improving accessibility in the long-term. At the moment the overall visitor numbers are less than 100,000 per year. Both the nomination dossier and the Management Plan discuss interpretation and presentation but policies and programmes for education, interpretation and presentation are not yet in place for the whole nominated serial property, the main recognised challenge being the coordination of relevant stakeholders and alignments of approaches.

Community involvement

The nomination dossier documents the involvement of a variety of administrations and of the State Association of Jewish Communities of Rhineland-Palatinate; however it does not show whether and how the inhabitants of the buffer zones and, more widely, the citizens of the three cities have been involved in the nomination process.

In the February 2021 additional information, the State Party has provided details on activities carried out to inform the population about the nomination process and the significance of the nominated property.

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

The nominated component parts are adequately protected under the State specialised legislation for cultural heritage. Federal law concerning spatial planning and construction also includes provisions addressing protection of nationally

important cultural heritage. The legal and planning protection measures and mechanisms are adequate.

The buffer zones are partly covered by provisions offering an added layer of protection; local building and construction plans have been developed but await being approved and enforced. ICOMOS observes that the capacity of the buffer zones to deploy in full their added layer of protection to the nominated property relies on these plans being finalised and put into effect. Therefore, their finalisation and implementation is essential to complement the legal protection mechanisms of the nominated property.

The management system is multi-tiered, it relies on the existing legal and planning framework and mechanisms and includes Federal, State, and municipal institutions, the owners and interest groups' associations. The main elements of the management structure are in place and have already cooperated for the nomination; further working groups are being established to address specific matters, e.g. tourism interpretation and presentation.

The Management Plan is adequate for the specific conditions of the nominated serial property and for the purpose of safeguarding the proposed Outstanding Universal Value, the integrity and authenticity of the ShUM sites.

A joint interpretation policy and strategy harmonising the approaches at the different components is under preparation but not yet in place. Addressing this aspect is essential to offer a coordinated and consistent presentation of the proposed Outstanding Universal Value of the nominated property.

The Jewish Community Mainz has been involved in the nomination process and in the management of the nominated series. Various activities have been implemented in recent years to inform citizens of the nomination process: the involvement and participation of local inhabitants needs to be continued and enhanced.

Risk preparedness measures are embedded in the general management system; however, additional *ad-hoc* measures have been implemented to prevent potential terrorist attacks.

ICOMOS considers that the management system is adequate; however, the finalisation of the local plans currently being revised is a key step to complement existing legal protection mechanisms. Equally important is achieving a joint interpretation strategy for the nominated series, which addresses the property as a whole and also includes the reconstruction processes at the Worms component.

6 Conclusion

The ShUM sites are nominated for inscription on the World Heritage List because they bear exceptional testimony to Jewish community life in the diaspora and reflect the formation of the fundamentals of Ashkenazic Judaism in the High Middle Ages, with a lasting impact on the culture of Ashkenazic Jews throughout the centuries.

The nomination dossier and the additional information have demonstrated the outstanding importance of the serial nominated property. The comparative analysis, complemented by the details on the wider context in which the nominated property is to be understood, justifies consideration of the nominated property for inclusion in the World Heritage List. The three proposed criteria (ii), (iii) and (vi) have all been justified, although some of the proposed arguments have not been proved. Some nominated components experienced turbulent historical developments but, overall, the nominated property meets the conditions of integrity and authenticity. A reappraisal of the reconstruction processes at the Worms Synagogue Compound would be useful also for the interpretation and presentation of the ShUM sites.

The conservation measures are adequate to guarantee the maintenance of the nominated property and its attributes and adequately resourced. All sections of the cemeteries would benefit from the same level of care as the medieval tombstones. The monitoring system for the state of conservation of the nominated series is adequate for its purpose, although the Management Plan would benefit from the inclusion of performance indicators.

The nominated component parts are adequately protected under the State specialised legislation for cultural heritage. The legal and planning protection measures are adequate. The buffer zones are partly covered by provisions offering an added layer of protection; new local planning provisions have been developed but are yet to be approved. The capacity of the buffer zones to deploy in full their added layer of protection depends on the finalisation and implementation of these plans.

The management system relies on the existing legal and planning framework and mechanisms. The main elements of the management structure are in place and have already cooperated for the nomination. The Management Plan is adequate for the specific conditions of the nominated serial property and for the purpose of safeguarding the proposed Outstanding Universal Value of the ShUM sites.

A joint interpretation policy and strategy harmonising the approaches at the different components is essential for the nominated property: it is under preparation but not yet in place. The involvement of the local inhabitants and communities is crucial and the efforts deployed so far need to be continued and enhanced.

Risk preparedness measures have been updated to respond to the escalation of terrorist attacks in 2019 and 2020.

7 Recommendations

Recommendations with respect to inscription

ICOMOS recommends that the ShUM Sites of Speyer, Worms and Mainz, Germany, be inscribed on the World Heritage List on the basis of **criteria (ii), (iii) and (vi)**.

Recommended Statement of Outstanding Universal Value

Brief synthesis

ShUM Sites of Speyer, Worms and Mainz are located in the state of Rhineland-Palatinate, Germany. It is a serial property of four component parts, which are located in the Upper Rhine cathedral cities of Speyer, Worms and Mainz: Speyer Jewry-Court, Worms Synagogue Compound, Old Jewish Cemetery Worms, and Old Jewish Cemetery Mainz. The property is an exceptional testimony of Jewish communal diasporic life, from the 10th century onwards. The community centres and cemeteries date back to the origins of Jewish history beyond the Mediterranean region. ShUM (שׁוּמ) is a traditional Hebrew acronym for the league of prominent *qehillot* of Ashkenazi Jews in Speyer, Worms and Mainz, made up from the initial letters of their Hebrew city names. The ShUM communities were uniquely connected by joint community ordinances, passed around 1220 and known as the *Taqqanot Qehillot ShUM*. The fundamentals of Ashkenazic Judaism were established between the 10th and 13th centuries: the scholars of Speyer, Worms and Mainz played a prominent role in this process. Their statutes are vividly reflected in the property by its architecture and the associated development of culture.

The unique community centres and cemeteries have had a lasting impact on the material Ashkenazic culture and are directly and tangibly associated with the creative achievements of the early Ashkenazic scholars.

Criterion (ii): The ShUM Sites of Speyer, Worms and Mainz are pioneering ensembles of Jewish diasporic community centres and cemeteries from the High Middle Ages. Their form and design influenced Jewish architectural design, ritual buildings and burial culture across Central Europe north of the Alps and northern France and England.

Criterion (iii): The ShUM Sites of Speyer, Worms and Mainz provide a unique and exceptional testimony to the formation of European Jewish cultural tradition and identity. There is no other property with a comparable range of elements that can bear witness to such profound developments in the formation phase of the continuing cultural tradition of Ashkenazic Judaism. Their community centres and cemeteries form an exceptional complex of early religious sites that contributed profoundly to the creation of a distinctive cultural identity.

Criterion (vi): The ShUM Sites of Speyer, Worms and Mainz, as the cradle of Ashkenazic Jewish living tradition, are directly and tangibly associated with a major group of the Jewish diaspora which settled in Europe in the High Middle Ages. There is no other location with a comparable range of Jewish community centres and cemeteries to bear witness to the cultural achievements of Ashkenazic Jews. The ShUM sites were treated as prime places of Jewish identity and of reflection on Jewish-Christian relations. The joint ordinances (*Taqqanot ShUM*) around 1220 constitute the most comprehensive corpus of Jewish community ordinances from medieval *Ashkenaz*. The writings of ShUM scholars, poets and community leaders during the 10th to the 13th centuries provide evidence of profound influence at a crucial point at the crossroads of cultural developments in Ashkenazic Judaism. Their writings are still part of Jewish tradition to this day.

Integrity

The ShUM Sites of Speyer, Worms and Mainz include all elements necessary to express the Outstanding Universal Value. Altogether, they represent the closely linked cultural tradition of the *qehillot ShUM* in the cities of Speyer, Worms and Mainz and reflect the special contribution of each component part to the series. None of the component parts are threatened by development or neglect, each being afforded the strongest possible legal protection under the Monuments Protection Act of Rhineland-Palatinate (in accordance with Article 8 DSchG), and ongoing conservation of the property being adequately funded and well-supported by local communities.

Authenticity

The form and design, essential layout, spatial organisation of the ShUM Sites of Speyer, Worms and Mainz and the respective interrelationships and visual links between the elements within the component parts, together with their architectural forms and designs, reflect the significant and influential development of these sites in the High Middle Ages in a clear and unambiguous manner. Elements are well-preserved according to historical development from the 11th to the 14th centuries, with additions in the 17th century and interventions in the 20th century; post-trauma reconstructions have been carried out respectfully and have retained the heritage significance of the monuments. As early as the late-19th century, measures towards the protection of the substance were introduced. Each component part and their elements have been scientifically investigated from the middle of the 18th century, and their signification increasingly realised. Existing documentation is thorough, and research continuous, thus enhancing knowledge of the property.

Management and Protection requirements

The ShUM Sites of Speyer, Worms and Mainz are protected by national instruments of protection. The central instrument for the protection of the property at national level is the Federal Building Code

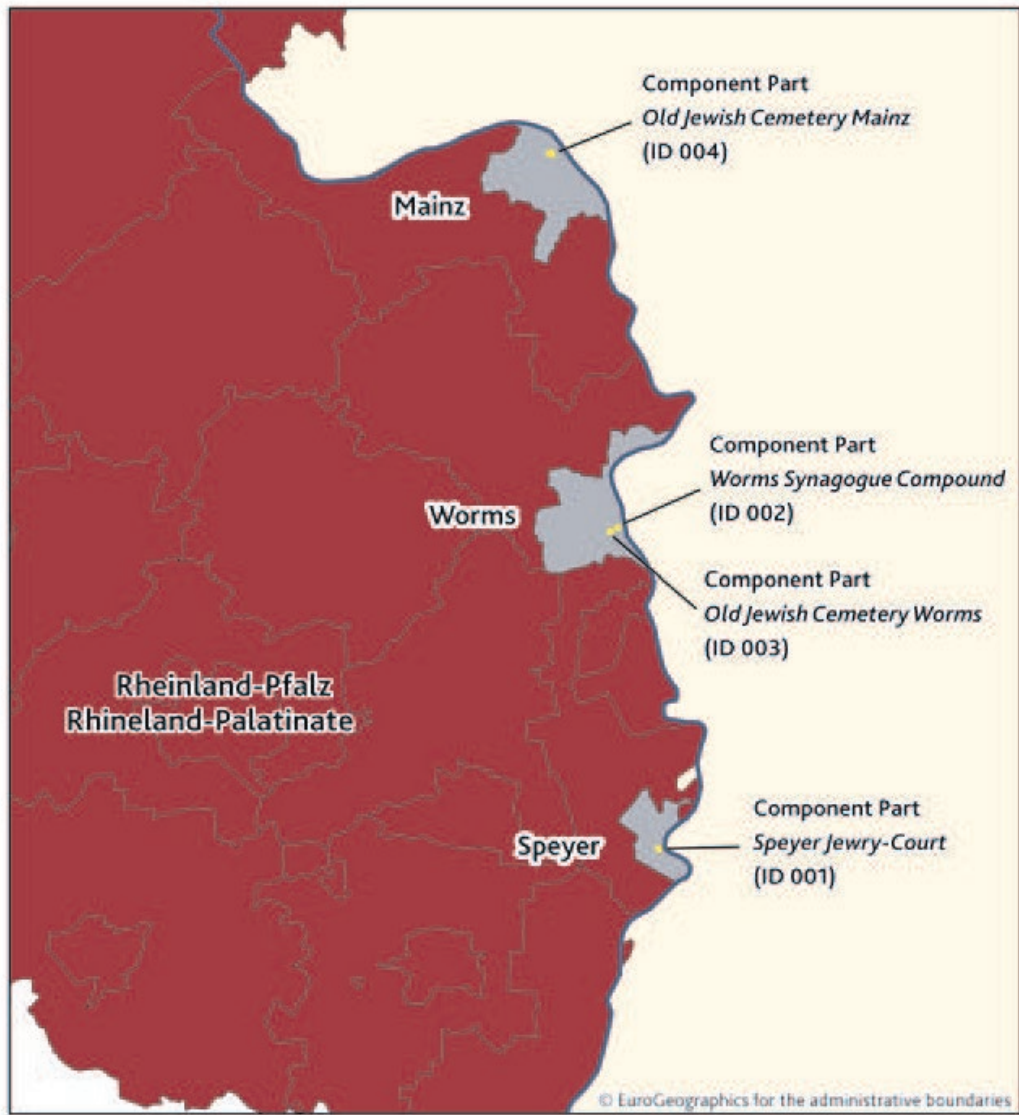
(Baugesetzbuch – BauGB), and the State Building Ordinance of Rhineland-Palatinate (Landesbauordnung – LBauO) and the Monuments Protection Act of Rhineland-Palatinate (Denkmalschutzgesetz – DSchG). Being placed under protection in accordance with Article 8 DSchG, the property enjoys the strongest possible legal protection. The legal principles of regional and urban planning and the municipal legal regulations and statutes provide effective additional protection to the property, so as to guarantee that the attributes of the Outstanding Universal Value are protected from development, particularly in more dynamic urban areas.

A single Management Plan has been developed so that the protection and the integrated and coordinated management of the property are ensured. For implementing this plan, centrally coordinated management and monitoring groups have been organised in cooperation with the owners and other stakeholders. The cooperation of all those involved guarantees that statutory and legal provisions will be respected, and that ShUM Sites of Speyer, Worms and Mainz will be sustainably protected.

Additional recommendations

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

- a) Approving and implementing the revised local building and construction plans,
- b) Monitoring closely potential developments in the setting of the components of the series, particularly the cemeteries, given the high dynamicity of these urban areas,
- c) Finalising the joint interpretation strategy for the ShUM sites to ensure a coherent presentation of the whole series at each component, and including in the presentation programme the reconstruction processes that have occurred at the Worms Synagogue Compound,
- d) Considering adopting mitigation measures for the potential visual impact of the upper part of the Hotel on “Das Wormser”, being built immediately outside the buffer zone of the Old Jewish Cemetery Worms,
- e) Considering developing performance indicators for the Management Plan;



Map showing the location of the nominated components