

**REPORT ON THE JOINT UNESCO/ICOMOS
ADVISORY MISSION
TO THE ANTIGUA NAVAL DOCKYARD AND RELATED ARCHEOLOGICAL SITES
(ANTIGUA AND BARBUDA)**

FROM 25 to 28 NOVEMBER 2024



**REPORT ON THE JOINT UNESCO/ICOMOS
ADVISORY MISSION
TO THE ANTIGUA NAVAL DOCKYARD AND RELATED ARCHEOLOGICAL SITES
(ANTIGUA AND BARBUDA)
FROM 25 to 28 NOVEMBER 2024**

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	3
LIST OF ABBREVIATIONS.....	3
EXECUTIVE SUMMARY	4
1. THE WORLD HERITAGE PROPERTY	11
1.1. Inscription History	11
1.2. Statement of Outstanding Universal Value (OUV)	12
2. IDENTIFICATION AND ASSESSMENT OF ISSUES	15
2.1. Decision 40 COM 8B.32 Recommendations.....	15
2.2. Assessment of the NPA's institutional framework for management and conservation of the World Heritage property	17
2.3. Assessment of the NPA's legal framework for management and conservation of the World Heritage property	20
2.4. Gaps in the assessment and review process.....	21
2.5. Communication with Stakeholders and Communities, and Gaps in the Stakeholder Engagement Process	22
2.6. Clarification of monitoring requirements and processes for World Heritage sites.....	23
2.7. Review of future development projects concerning the property	28
2.8. Roles of and Communication with UNESCO and the Advisory Bodies	34
2.9. The World Heritage Site Management Plan	35
2.10. Other Considerations	36
3. CONCLUSIONS AND RECOMMENDATIONS.....	39
3.1. Conclusions.....	39
3.2. Recommendations	45
4. ANNEXES.....	49

ACKNOWLEDGEMENTS

The Mission would like to thank the Honorable Gaston Brown, Prime Minister of Antigua and Barbuda, the Honorable Chet Greene, Minister of Foreign Affairs, the Honorable Daryll Matthew, Minister of Education, Sports and Creative Industries, Dr Reginald Murphy, Secretary-General, Antigua and Barbuda National Commission for UNESCO, the Antigua and Barbuda National Parks Authority, and the authorities and professionals of each institution participating in the presentations, meetings and fieldwork visits held during the visit to the World Heritage property. The Mission would also like to express its gratitude in particular to the following authorities and staff of the National Parks Authority (NPA):

- Mrs Ann Marie Martin, Parks Commissioner, NPA
- Senator Phillip Should, Chairman, NPA Board of Directors
- Senator Alincia Williams Grant, Director, NPA
- Dr Christopher Waters, Director, Heritage Resources, NPA
- Ms Desley Gardner, Supervisor, Heritage Department, NPA

The Mission would also like to warmly thank all the NPA staff and Antigua and Barbuda officials, civil servants, and representatives of local stakeholders and communities for their support, guidance, and information that facilitated the success of this Mission.

Mission Experts: Ms. Rochelle Roca, World Heritage Centre, UNESCO, and Mr. Daniel Young Torquemada, ICOMOS.

LIST OF ABBREVIATIONS

TR	Technical Review
HIA	Heritage Impact Assessment
OUV	Outstanding Universal Value
TOR	Terms of Reference
WH	World Heritage
Committee	World Heritage Committee
WHC	World Heritage Centre
NPA	Antigua and Barbuda National Parks Authority
EIA	Environmental Impact Assessment
OG	Operational Guidelines for Implementation of the World Heritage Convention
HERA	Heritage and Environmental Review and Assessment

EXECUTIVE SUMMARY

This Report describes the joint World Heritage Centre/ICOMOS Advisory Mission that was requested by the State Party of Antigua and Barbuda on 9 November 2023, and that took place from November 25–28, 2024 to the Antigua Naval Dockyard and Related Archaeological Sites, a World Heritage property inscribed in 2016 under criteria (ii) and (iv). Following consultations between the State Party through the National Parks Authority (NPA), UNESCO, and ICOMOS, UNESCO received on 9 September 2024 from the State Party the final agreed-upon Terms of Reference for the Mission (TOR) (Annex I).

Rochelle Roca, Programme Specialist of the Latin America and Caribbean Unit of the World Heritage Centre (WHC) at UNESCO, and Daniel Young Torquemada, the ICOMOS expert, undertook this Advisory Mission, including three and a half days of meetings and field visits, pursuant to the Mission Program (Annex II). The Mission focused on the objectives of the TOR and consulted with approximately 15 people, and had wider stakeholder and community meetings with approximately 50 people (Annex III).

The Mission included site visits to:

- a) Key visual locations attributing to the OUV: Nelson's Dockyard, Clarence House, Dow's Hill Fortification, Shirley Heights, One Gun Battery/Middle Ground, Fort Charlotte and St. Helena, as well as archaeological remains including One Gun Battery and The Ridge;
- b) Locations of potential development projects: Admiralty Grounds Development, Galleon Beach Redevelopment, Nelsons Retreat, the NPA future Warehouse, Workshop and Office Complex.

The Mission included meetings with:

- a) The Antigua and Barbuda Prime Minister, Minister of Foreign Affairs, and Minister of Education and the NPA Board of Directors Chairman;
- b) The NPA Parks Commissioner, Director of the Heritage Resources Department and Supervisor of the Heritage Resources Department;
- c) NPA staff from various Departments;
- d) Stakeholders of proposed development projects: Admiralty Ground Development Project, and Galleon Beach Redevelopment;
- e) General stakeholders and local communities.

Background of the Mission:

This joint UNESCO-ICOMOS Advisory Mission was particularly undertaken in the context of development projects and site conservation and management for the Antigua Naval Dockyard and Related Archaeological sites.

At the time of inscription, the World Heritage Committee (Committee) made a number of recommendations to the State Party, including, inter alia, land-use zone revision, a revised Management Plan with building guidelines, a Heritage Impact Assessment (HIA) approach for development projects, a tourism carrying capacity study, an interpretation programme, improved monitoring, as well as new legislation and conservation and maintenance programmes. Since inscription in 2016, this World Heritage (WH) property has faced growing development pressures, the State Party has submitted to UNESCO several development project proposals, and ICOMOS has issued 5 Technical Reviews (TR), between 2020 and 2024¹. The State Party has never been asked to submit a State of Conservation report to the Committee.

In July 2022, the State Party sent to the WHC, pursuant to Paragraph 172 of the Operational Guidelines for Implementation of the World Heritage Convention² (OG), a dossier for the "Admiralty Ground Development Project". The submission, which requested a Technical Review, included an HIA prepared by the Search company³, that found the project to develop five villas could go forward if the project design can minimize the visibility from certain viewpoints. The TR prepared by ICOMOS was transmitted to the State Party in November 2022 and found, to the contrary, that the project would pose an irreversible threat to the Outstanding Universal Value (OUV) of the property, that mitigation measures would not remove the threat, and advised not to proceed with the development of the project.

Per the request of the Permanent Delegation of Antigua and Barbuda to UNESCO, a meeting took place in person on 9 November 2023 attended by H.E. Daryll Matthew, Minister of Education, Sports and the Creative Industries of Antigua and Barbuda, Boris Latour, Ambassador of Antigua and Barbuda to UNESCO, Lazare Eloundou Assomo, Director, World Heritage Centre, Anna Paolini, Director, UNESCO Kingston Office, and Mauro Rosi, Chief, World Heritage Centre Unit for Latin America and the Caribbean, to discuss the concerns of the State Party including the development pressures and technical review process. It was agreed that the State Party would invite an Advisory Mission to the property.

¹ Since inscription, ICOMOS issued the following Technical Reviews of documentation submitted by the State Party as per Paragraph 172 of the OG: (1) Haven Luxury Resort; Wind-generating Farm; The Inn hotel (July 2019); (2) Proposal to build a 2-storey/2-villa residential project in the buffer zone, adjacent to the property's boundary (September 2020); (3) Goode Residence and Cottage (Galleon Beach) (November 2022); (4) Admiralty Ground Development project (November 2022) and (5) Proposal to build a 2-fold, villa residential project within the property's boundary, "Villa Countess" (October 2024).

² [The Operational Guidelines for the Implementation of the World Heritage Convention](#)

³ The HIA was undertaken by Mr. Joost Morsink of the Search company.

The request by the State Party for an Advisory Mission dated 9 November 2023 stressed the importance of understanding the ICOMOS TR and recommendations for the Admiralty Ground Development Project, whether any mitigating measures can be taken, and the need to better equip the NPA, responsible for conservation, monitoring, and management of the WH property, as it addresses the development pressures, particularly in view of the last few remaining underdeveloped plots.

Specific Objectives of the Mission:

See full Terms of Reference attached (Annex I).

- 1) Assessment of the NPA's current institutional and legal framework for the management and conservation of the property, particularly processes for development review:
 - a) Review the implementation of the recommendations of the World Heritage Committee (40 COM 8B.32) and the effectiveness of the institutional and legal framework for the management and conservation of the Outstanding Universal Value of the property, and make recommendations as appropriate;
 - b) Identify current and potential development proposals within the property and its buffer zone and assess to the extent possible the potential cumulative impact of these developments on the Outstanding Universal Value;
 - c) Identify the gaps in the assessment, review, and stakeholder engagement process;
 - d) Provide recommendations for enhancements to the process so that the NPA's process will have more certainty in its decisions and communications with stakeholders and the World Heritage Centre.
- 2) Clarify the content of the ICOMOS Technical Reviews transmitted in November 2022:
 - a) Understand the technical review, how it was crafted, what informed it and the discrepancies between the NPA conclusions and the conclusions of the technical review;
 - b) Determine where the areas of disagreement between the technical review, the Heritage Impact Assessment, and the NPA evaluations are.
- 3) Presentation of the consultation process under the Paragraph 172 of OG:
 - a) Indicate what additional documentation would be helpful for the review process;
 - b) Indicate the communications policy and responsibilities of the World Heritage Centre and ICOMOS for reviews, feedback, engagement, and discussion with the management authority.

4) Stakeholder engagement on the benefits of World Heritage Inscription and clarity on the process:

- a) From a World Heritage Centre and ICOMOS perspective, outline the tangible benefits to the communities and the country of the Inscription;
- b) Explain how the process works and how developers can gain clarity and surety on their projects;
- c) Stakeholders include:
 - The Management Authority
 - Technical Staff from other Government Agencies
 - Landowners in the WH property
 - Business owners in the WH property
 - Real Estate agents
 - Architects Association

Expected Outcomes of the Mission:

1. Recommendations on strengthening the management and conservation of the World Heritage property and its buffer zone;
2. Clarity on current and potential future development projects within the boundaries of the property, and an initial assessment of the cumulative impact of past, current and future developments, also taking into account possible impacts from the wider settings;
3. Clarity on the consultation process under Paragraph 172 of the OG to allow the NPA clarity and alignment in its development management review process and decisions;
4. Increased communications and mutual support between the World Heritage property and the WHC/ICOMOS, including establishing a framework for future communication requests;
5. Increase in understanding for stakeholders in the value and importance of the World Heritage property.

The following Recommendations are proposed for the consideration of the State Party:

1. Regarding the Institutional Framework:
 - While the NPA is self-financed, as much as possible, investigate new and additional ways of increasing for the WH site specifically the regular budget, the number of staff and their training and capacity, as well as equipment, particularly in the Heritage Resources Department, so that critical conservation, restoration and maintenance needs among others are not delayed and the Management Plan can be successfully implemented.

- Strengthen cooperation and sharing of information between the different NPA Departments. Clarify the division of tasks between the staff of the Heritage Resources Department, particularly if there can be an increase in the staff, and the lines of reporting to, and agreement from, the Parks Commission.
2. Regarding Legislation:
- Finalize and adopt the *Cultural Heritage Protection Bill (2024)*, which is in parliamentary review and promises to become a robust legal tool for the protection of cultural heritage, and consider increasing the \$10,000 USD fines applicable to breaches related to unauthorized constructions, restorations and buildings.
 - Finalize and adopt the various regulations and amendments that the State Party is currently working on, including the draft *Amendment (2024) to the National Parks Act*, the draft *National Parks (General Amendment)(2024)*, the draft *National Parks (Nelson's Dockyard Parking)(Amendment)(2024)*, and the draft *National Parks (Trading)(Amendment) (2024)*.
3. Regarding the gaps in the assessment procedures as well as the discrepancies between the NPA conclusions and the conclusions of the TR and how it was crafted:
- Make an inventory of the values and attributes of the WH site and work on mapping the attributes as per the Statement of OUV and use it as baseline for all impact assessments.
 - Encourage the use of the "Guidance and Toolkit for Impact Assessments in a World Heritage Context", 2022 (UNESCO; ICCROM; ICOMOS and IUCN) in the TORs for HIAs.
4. Regarding Communication with Stakeholders and Communities, and Gaps in the Stakeholder Engagement Process:
- Increase targeted information meetings and education opportunities to stakeholders and local communities to enhance their understanding of and commitment toward the WH site, the OUV and the related benefits and obligations that come with WH designation.
 - Strengthen the consultative and participatory processes and ensure that public information meetings be more regular, the notification with the proposed agenda should be widely disseminated, and the results should be made available online.
 - Specifically inform about the OG Paragraphs 172 and 118bis and Heritage Impact Assessment processes and ensure stakeholders and communities are familiar with the NPA process for approval and permits of development projects within the WH property

and its buffer zone. A basic information document of what to do and what not to do should be developed, widely circulated and made available online.

5. Regarding the areas of disagreement between the TR, the Search HIA, and the NPA evaluations (on the Admiralty Grounds Development project):
 - Provide a policy through which, if new archaeological deposits arise in any given construction, especially those related to former structures and/or infrastructures (and are deemed important to the OUV of the WH site), these be protected, not disturbed and also be integrated back into the project even if it means a redesign of the previously approved project.
 - Provide a policy by which it is clear that, in the case that significant residual negative impacts on OUV cannot be avoided, the recommendation is that the proposed action should not be taken forward.
 - Recognize the ever-increasing risk of cumulative impact and make a formal statement regarding what would be acceptable and what would not within the WH site. Such explicit policy statement should be aimed at ensuring the long-term viability of the WH property and should contain clear strategies with thresholds that aim at protecting and maintaining the site's OUV.
 - A list of credible and independent HIA experts should be established and shared by the NPA with developers to use for all HIA.
6. Regarding the review of future development projects concerning the property:
 - Admiralty Grounds Development project: Consider the recommendation to abandon it, or else relocate it elsewhere. Perhaps, a complete reconsideration of the Master Plan could be explored in order to try to eliminate all negative impacts seen in the current proposal. In this case, a new HIA and TR would be needed.
 - Galleon Beach project: The HERA should address the two documented archaeological sites within the project. Also, conceive the overall design with a view towards already known good design practices and following current NPA regulations and standards. The Master Plan and HERA should be sent to the WHC and ICOMOS for TR prior to the NPA delivering any approvals or permits. Finally, consider that a full hydrological and coastal assessment would be required to ensure that appropriate mitigation measures are designed for reducing the risks of negative inundation impacts and occurrences.
 - NPA Warehouse, Workshop and Office complex: The Mission preliminarily observed that due to its location, consider mitigating its potential visual impacts through landscaping so as to reduce its overall physical presence. Also, regarding the two

areas of heritage concern, consider establishing an all-around appropriate no-development buffer zone. Further, it was preliminarily observed that the site is already visually compromised (in its current use with a sewage treatment plant, a parking area, a container storage area), thus consider addressing this situation through proper landscaping. Be reminded that an HIA should be conducted and a formal TR should be conducted based on comprehensive documentation prior to the NPA delivering any approvals or permits.

7. Regarding the Management Plan:

- Set out the division of tasks between the staff of the Heritage Resources Department, particularly if there can be an increase in the staff, the exchange with other NPA Departments and the lines of reporting to, and agreement from, the Parks Commission to improve sharing of information and quality of work, supporting a common vision for the WH property.
- Incorporate the listing of the values and attributes (as per the statement of OUV) as well as a thorough mapping of said attributes. Further, work on adding a duly agreed upon a desired state of conservation target for the site for the year 2028, taking into account potential future projects that may be expected, among others on private properties.
- Add all necessary estimated budgetary assignments for all proposed tasks and actions, as well as the identification of funding sources.
- Incorporate the NPA Warehouse, Workshop and Office complex project.
- Finalize and formally adopt the Management Plan in order to be credible and for all parties concerned to work toward the same, agreed-upon objectives.

8. Regarding other considerations:

- Due to the on-going high development pressure, strengthen vigilance, proper HIAs and corrective measures to readdress proposals that can negatively impact the property's OUV.
- Install proper signage in order to physically delineate the boundaries of the WH property and add the WH Convention logo in all signs.
- Make a structural assessment and diagnosis on all military structures (on the surrounding hills) and, based on the results, work on and implement, as soon as possible, an Emergency Actions plan in a way that it is integrated into the overall Management Plan.
- Strengthen interpretation of the site, for example with specialized training of tour guides and additional information panels throughout the site, and coordinate better on

interpretation between relevant NPA Divisions such as Heritage Resources and Visitor Services.

- As tourism revenue needs and related pressure continues to increase and impact the WH site, strengthen tourism data collection and develop a forward-thinking Sustainable Tourism Management Plan, involving multiple NPA Departments, including Heritage Resources, Visitor Services and Marketing.
- In anticipation of the increasing threat of climate change and severe weather, develop a Disaster Risk Reduction and Management Plan for the WH site with experts and relevant Government Ministries, and secure regular funding for its implementation.
- Strengthen monitoring and related indicators, data collection, training, and scientific research for the WH property. Improve technical capacities and purchase equipment for data collection and analysis needs.
- In view of the many monitoring, conservation and restoration needs as well as training for staff at the Department of Heritage Resources, the State Party should consider requesting International Assistance under the World Heritage Convention.

1. THE WORLD HERITAGE PROPERTY

1.1. Inscription History

The Antigua Naval Dockyard and Related Archaeological Sites was included in the Tentative List of Antigua and Barbuda on 12 February 2012. The State Party submitted the nomination to the WHC on 27 January 2015.

An ICOMOS Technical Evaluation Mission visited the property from 31 August to 5 September 2015. On 15 December 2015, ICOMOS sent a letter to the State Party requesting additional information on the justification of criterion (ii); the approval of the Environment Management Bill and the new Heritage Act; the plans for hotel and tourism facilities' expansion at Galleon Beach and Freeman's Bay; clarifications regarding the land-use maps presented in the management plan; and drafting of an implementation calendar for revising management instruments. The additional information was provided by the State Party to ICOMOS and included in the report.

During its 40th session held in Istanbul, Turkey, in 2016, the Committee inscribed the Antigua Naval Dockyard and Related Archeological Sites on the World Heritage List under criteria (ii) and (iv) (Decision 40 COM 8B.32⁴). The Committee recommended that the State Party consider:

⁴ World Heritage Committee [Decision 40 COM 8B.32](#)

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

In Decision 40 COM 8B.32, the Committee also requested the State Party to submit to the WHC by 1 December 2017 a comprehensive and updated report on the implementation of the above-mentioned recommendations for review by ICOMOS. This report was not submitted by the State Party.

1.2. Statement of Outstanding Universal Value (OUV)

The Antigua Naval Dockyard and its Related Archaeological Sites was inscribed on the WH List based on the following:

Brief Description:

The Antigua Naval Dockyard and its Related Archaeological Sites consists of a group of Georgian Naval structures, set within a walled enclosure, on a naturally-occurring series of deep narrow bays surrounded by highlands on which defensive fortifications were constructed.

The Dockyard and its related facilities were built at a time when European nations were battling for supremacy of the seas to obtain control over the lucrative sugar-producing islands of the Eastern Caribbean. Antigua's location as a front-line naval dockyard facility gave the British navy a strategic advantage over its rivals at a crucial point in history.

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

Criteria:

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

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

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

The Antigua Naval Dockyard and its Related Archaeological Sites demonstrate the process of colonization and the global spread of ideas, building forms and technologies by a leading naval power in the 18th century, as well as the exploitation of favourable geo-morphological features for the construction and defence of a strategic compound.

Integrity:

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

Authenticity:

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

Protection and management requirements (per the statement of the OUV):

The Antigua Naval Dockyard and Related Archaeological Sites have been protected as a National Park since 1984 under the National Parks Act and managed by the National Parks Authority (NPA). Further means of legal protection are obtained by the recently approved new 'Environmental Management Bill' (2015) the forthcoming new 'Heritage Act', the 'Physical

Planning Act' (2003), and the 'Land Use or Physical Development Plan for Antigua and Barbuda', which defines and establishes zones for appropriate land use. Building Guidelines have been designed to orient conservation interventions of historical buildings and archaeological remains and to set standards for new architecture and new guidelines; high standards regarding the Dockyard's potential Underwater Cultural Heritage are also needed.

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

2. IDENTIFICATION AND ASSESSMENT OF ISSUES

2.1. Decision 40 COM 8B.32 Recommendations

At the time of inscription in 2016, the Committee, in its Decision 40 COM 8B.32, made several recommendations (see 1.1. Inscription History, above). With regard to their implementation, the Mission noted that:

1. Revision of the land-use zone plan as illustrated in the map submitted... to align with the safeguarding of the OUV

This has not been completed though the Mission noted that there is a conservation-zoned area and that the proposed Admiralty Ground Development project is in such a zone. The NPA is currently working on a mapping and data collection as the NPA needs a baseline assessment to measure progress. However, it is clear that there is limited technical capacity and equipment available for data collection, analysis and management, and this needs to be improved.

The Action Table annexed to Version 1.3 of the Management Plan mentions development of a medium to long term special use plan for the Dockyard Precinct, and a Ridge/Shirley Heights Stabilization and Special Use Project, both of which aim to maximize use of spaces for heritage tourism-related initiatives.

2. Revision of the Management Plan to focus on the OUV and to complement it: The 2017 WH Site Management Plan draft was revised in 2019 and was delayed due to the COVID 19 pandemic. There have been several revisions since. The draft Management Plan 2022-2027 Version 1.3, 30 March 2023 (Annex IV) was

submitted to the NPA Board for consideration but has not been adopted. See Section 2.9. below for further discussion on the Management Plan.

(i) Revised building guidelines: The Version 1.3 of the Management Plan includes in chapter 2 the list of relevant legal instruments and protection. Since the time of inscription in 2016, the regulation of *Building Guidelines and Procedures for Development in the World Heritage Site* (2019) was adopted. It covers heritage and environment impacts and other considerations to protect the OUV, applies only to privately held lands in the WH site, and sets a policy that no Crown Lands within the WH site will be subdivided for the purposes of conversion into freehold.

(ii) An HIA approach for development projects: HIA requirements are detailed in in Version 1.3 of the Management Plan, and the *Building Guidelines and Procedures for Development in the World Heritage Site* (2019). See Section 2.6. below, under the subsection “Discrepancies between the ICOMOS TR, the NPA “preliminary HIA” and the Search HIA on the Admiralty Grounds Development Project”, for a more detailed discussion on HIA process.

(iii) A scientific study to assess carrying capacity for tourism and a tourism visitor strategy: A carrying capacity study was done in 2019 and it led to a decision to no longer allow big events in the Dockyard Precinct. Events in the Dockyard are now limited to 500 people and events at Dow’s Hill Fortification (the Interpretation Center) can be up to 6000 people. The business plan for the Park (wider than the WH property) has a tourism aspect but there is no specific tourism plan for the WH site itself. See Section 2.10. below, under the subsection “Observations on tourism, interpretation and climate change” for a more detailed discussion on sustainable tourism.

(iv) An interpretation programme for the restored structures with improved signage: The Visitor Services Department of the NPA is responsible for interpretation and visitor management within the WH site. There is an Interpretation Centre at Dow’s Hill Fortification, located above Nelson’s Dockyard. It includes a museum with a multi-media presentation and a gift shop. There is also the Dockyard Museum. Version 1.3 of the Management Plan notes that interpretation across the site is uneven. See Section 2.10. below, under the subsection “Other Considerations”, for further discussion on interpretation and signage.

(v) An improved monitoring system with appropriate indicators: The NPA has strengthened monitoring but indicators are still weak. The Action Table annexed to Version 1.3 of the Management Plan lists numerous actions to address

monitoring and indicators. See Section 2.10. below, under subsection “Observations on monitoring” for further discussion on this point.

3. Approving and putting into effect the new Heritage Act as soon as possible:

The first reading of the *Cultural Heritage Protection Bill (2024)* was carried out in late 2024 in Parliament. The recommendations suggested by the governmental representatives were included and submitted for the second reading to be carried out in Parliament when called in January 2025. The *Amendment (2024) to the National Parks Act* has been drafted but has not yet been addressed in Parliament. See Section 2.3. below for further discussion on this point.

4. Completing the comprehensive conservation and maintenance programme for the structures and archaeological remains ... and complementing it with graphic technical documentation of the historic/ archaeological structures within the property, as baseline information

The NPA is undertaking a data collection exercise; a baseline assessment is needed to measure progress. The Mission noted that there are technical, budget and staffing challenges to complete the conservation and management programme, and there is no desired state of conservation target indicating what the site should look like at the end of the Management Plan period - setting the goals for conservation and management and the steps needed to achieve them.

Finally, the Committee, in Decision 40 COM 8B.32, also requested the State Party to submit to the World Heritage Centre by 1 December 2017 a comprehensive and updated report on the implementation of the above-mentioned recommendations for review by ICOMOS. This was never submitted by the State Party.

2.2. Assessment of the NPA’s institutional framework for management and conservation of the World Heritage property

The NPA is responsible for the WH property specifically, as well as the country’s national parks in general. It was established in 1984 as a not for profit and self-financing statutory body under the National Parks Act. The Act gives the NPA broad authority to manage the public and private landscape and the ability to raise and use funds, as well as the authority to enact regulations. The NPA is under the authority of the Ministry of Foreign Affairs⁵. Its governance includes the NPA Parks Commissioner, responsible for the day-to-day management and conservation as well as the annual budget and staffing. The Parks Commissioner reports on activities to the Board of Directors, responsible for broader financial and management decisions.

⁵ The NPA was previously under the Ministry of Tourism and Investment.

The Parks Commissioner is very knowledgeable and active in the running, financing, staffing and management of the WH site. Much of her work focuses on raising the funds needed annually for the NPA.

Financing:

As with many WH sites, funding is an issue for the Antigua Naval Dockyard and Related Archaeological Sites. As the NPA is self-funded, the WH property staff salaries, and all its activities (eg. conservation, management, maintenance, restoration, data collection, training, education etc.) are financed by money raised by the NPA. Much of the annual budget is derived from fees. For example, the yachting industry fees⁶ for use of the ports and Naval Dockyard, and tourism to the WH site and guided tours, as well as various events organized within the WH site⁷. The Copper and Lumber Store Hotel located within the property is also managed by the NPA and is another source of revenue. Although the NPA has a successful business plan, this financial framework is challenging for the WH site, as there must be steady income in place for the WH property to undertake appropriate management and conservation. At times necessary maintenance on or restoration of historic buildings and archaeological sites cannot be undertaken when needed. In other circumstances, the NPA has to borrow money for major restoration projects done through the Restoration Department, for example the proposed new NPA Warehouse, Workshop and Office project. Staff and training are notably limited for the WH property and this is a direct consequence of the financial situation of the WH property and the NPA.

Two of the key NPA Departments responsible for conservation and maintenance of the WH site are the Department of Heritage Resources with an annual budget of approximately \$600,000 XCD or \$222,222 USD⁸, and the Department of Restoration, with an annual budget of approximately \$900,000 to \$2 million XCD or \$333,333 to \$370,020 USD, which varies from project to project with considerations for labour, tools, materials and transportation.

It was noted during the meeting with the Honorable Gaston Brown, Prime Minister of Antigua and Barbuda, that he is strongly in favor of development projects in general, and is following the activities and the annual budget of the NPA. The same was noted in the meeting with the Honorable Chet Greene, Minister of Foreign Affairs.

⁶ Approximately 40% of the NPA annual budget is derived from the yachting fees.

⁷ Events within the World Heritage site that are sources of revenue include functions and weddings at the Clarence House or in the Dockyard. The weekly history and archaeology talk "Rum in the Ruins" in the evening at Dow's Hill Fortification and Interpretation Centre above Nelson's Dockyard charges a fee of 25USD.

⁸ XCD is Eastern Caribbean Dollar.

Staffing:

Within the NPA, the Department of Heritage Resources and the Department of Resources report to the Parks Commissioner and are responsible for the WH property. The Heritage Resources Department has 2 staff members, and the Restoration Department has 2 main staff members and contracts workers for each project such as architects, carpenters, stone masons, and labourers. The Parks Commissioner expressed a strong desire to support the staff and volunteers, and in particular to both increase the number of staff and to provide specific training in conservation and management. In addition to meetings with the Parks Commissioner, the Mission benefitted from spending time and undertaking site visits with the Department of Heritage Resources Director and a Supervisor. They are very dedicated and knowledgeable and they are doing a remarkable job. However with a staff of 2 with limited budget, equipment and training the Heritage Resources Department faces considerable challenges to meet all their targets, and at times lacks the expertise for certain tasks (such as background in historic building architecture or engineering).

Although the Department of Heritage Resources works with other NPA Departments⁹, for some of the tasks that it is undertaking, be it conservation, management, fundraising, education etc, it is clear that the Department of Heritage Resources is understaffed. Additionally, it was observed that cooperation and regular exchange and sharing of information between the different NPA Departments could be enhanced. For example, the information provided in the Interpretation Center and museum or provided by tour guides which are under the Visitors Services Department, could be strengthened and harmonized if coordinated and updated together with the Heritage Resources Department.

The division of tasks between the staff of the Heritage Resources Department, particularly if there can be an increase in the staff, the exchange with other NPA Departments and the lines of reporting to, and agreement from, the Parks Commission could be clearer and could be addressed in the final Management Plan. This would improve sharing of information and quality of work, supporting a common vision for the WH property.

⁹ The WH property is primarily managed by the Heritage Department and the Restoration Department. Visitor services, Ground, Maintenance, Natural Resources, and Marketing are among the other Departments contributing to the site management.

2.3. Assessment of the NPA's legal framework for management and conservation of the World Heritage property

The Version 1.3 of the Management Plan includes in chapter 2 the list of relevant legal instruments. There are several acts, regulations and guidelines that relate to the NPA and thereby the WH Property¹⁰.

The Mission noted that since the 2016 inscription of the property, the *Environmental Protection and Management Act* (2019) was adopted and includes requirements for consultations with the NPA in overlapping jurisdiction, and the Regulation of *Building Guidelines and Procedures for Development in the World Heritage Site* (2019) was adopted and applies to privately held lands in the WH site.

Additional legislation is still being drafted and/or adopted. For example, the first reading of the *Cultural Heritage Protection Bill (2024)* (see Annex V) was carried out in late 2024 in Parliament. The recommendations suggested by the governmental representatives were included and submitted for the second reading to be carried out in Parliament when called in January 2025. This Bill promises to become a robust legal tool “for the protection of Cultural Heritage, encompassing tangible and intangible, land based as well as submerged, moveable as well as immovable objects and sites associated with historical events, persons of importance, architectural designs and construction of importance to the history and culture of Antigua and Barbuda and for incidental and connected purposes”. It is comprehensive, and covers, *inter alia*, the NPA's competencies and tasks, permission of activities and permits, underwater cultural heritage jurisdiction, activities incidentally affecting cultural heritage, ownership of cultural heritage, public acquisition, enforcement, infringements and sanctions, etc. However, as explained during the Mission, the USD 10,000.00 fine for a person who fails to obtain a permit (say for a restoration project or new development) was found insufficient considering the level of real estate investments that take place and the level of negative impact they can pose if done inappropriately. There is a draft *Amendment (2024) to the National Parks Act* (dated 6 January, 2024) being developed that will be addressed in Parliament that is aimed at better implementing the issuance of violation tickets for offences that concern the cultural heritage legislation.

Concerning draft Regulations being developed dealing with activities in the National Park and permits and fines, the draft *National Parks (General Amendment)(2024)* (dated 2 February, 2024) intends to strengthen important legislative tools, including: activities requiring a permit; general amendments of specific regulations (including camping and animals in the park); seizure of animals; littering; abandoned property; compliance with notices and signs;

¹⁰ See also the webpage for the 1984 National Parks Act with other relevant legal instruments <https://www.nationalparksantigua.com/acts-and-regulations/>

building; cutting down trees; organized events; dangerous activities; advertising; archaeological research or undertaking; vehicles; boats and other watercraft; fires; offences and penalties; damage to marine ecosystems and underwater cultural heritage resources. The draft *National Parks (Nelson's Dockyard Parking)(Amendment)(2024)* (dated 6 January, 2024) is aimed at increasing the fines related to parking regulations. The draft *National Parks (Trading)(Amendment) (2024)* (dated 6 January, 2024) is aimed at reinforcing regulations, as well as increasing the fines related to businesses (within the park) operating without license. These proposed bills and amendments, once finalized and adopted, shall effectively reinforce the existing legislation and regulations on the State Party's cultural heritage and in some cases strengthen the regulatory powers of the NPA. The Mission noted that while they are directed at heritage and the National Park generally, they will contribute to the protection of the WH property as well.

The NPA has an important role in the process of controlling development in the WH site, and consultation with the NPA is required for areas under its jurisdiction, as for example pursuant to the *Physical Planning Act* (2003). The *Environmental Protection Management Act* (2019) protects marine and terrestrial environments and also sets standards in the development control process.

2.4. Gaps in the assessment and review process

As seen during the Mission, from the technical standpoint, the current assessment and review process carried out by the NPA has the following gaps:

- No proper identification of the values and attributes of the WH site as per the Statement of OUV has been done by the NPA. Therefore, even though the NPA is well aware of said values and attributes, these have not been properly identified and listed (in a systematic way), nor are they typically included in the TORs for HIAs.
- No mapping of the attributes has been done by the NPA, meaning that there is no specific map showing the precise location and visual relationships and interactions among and between the various attributes that sustain the WH site's attributes.
- TORs for HIAs do not encourage use of the current "*Guidance and Toolkit for Impact Assessments in a World Heritage Context*", 2022 (UNESCO; ICCROM; ICOMOS and IUCN). Therefore, the HIA reports do not necessarily have the currently expected contents and outline. On the contrary, they are only following the "*Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*", 2011 (ICOMOS) without considering the improvements set forth in the already mentioned 2022 *Guidance and Toolkit*, which, among other things, rely on the elaboration of the attributes and values.

2.5. Communication with stakeholders and communities, and gaps in the stakeholder engagement process

The Strategic Objectives for the World Heritage Convention adopted by the Committee are known as “the 5 Cs”: Credibility, Conservation, Capacity-Building, Communication and Communities. Communication and communities should both be strengthened for the WH property. It is crucial that stakeholders and local communities understand the significance of the WH designation and thereby value, protect and engage it, and also understanding the obligations and processes it entails. This demands a process of consistent and widespread outreach and education.

Communication with Stakeholders and Communities

Stakeholders for this Mission included: The NPA and WH site management; Technical Staff from other Government Agencies and the NPA; and landowners and developers in the WH property. The Mission met with them as well as with members of the local community including residents and business owners. The Mission was privileged to exchange with these groups.

In the various meetings with stakeholders and local communities, the Mission discussed the site’s OUV and the importance of conserving the site, its authenticity and integrity, for future generations. The benefits of a WH inscription were also discussed, such as international recognition, tourism, funding and support for conservation efforts and training. The Mission stressed engagement in the site’s conservation, management and promotion. Furthermore, while they benefit from the global recognition, businesses and tourism that WH designation attracts and the associated growth in employment opportunities and the local economy, they should also be knowledgeable about the site’s OUV and the requirements and responsibilities they have, particularly when it comes to development projects.

The national authorities and site management must facilitate stakeholder and community engagement through consultative and participatory processes. This is also important in the elaboration and implantation of regulations concerning the WH site, such as parking, traffic, public access, noise, pollution, etc., and includes the crucial role of local police to enforce regulations.

From the technical standpoint, the consultation and monitoring process under the OG Paragraph 172 should take into account the potential technical concerns of the various stakeholders and related local communities. In this sense, their opinions and concerns regarding the overall management of the WH site are important. For example, during the Mission’s Stakeholder Engagement meeting (see Annex II), the local residents who live nearby the Galleon Beach project, expressed their concerns regarding the high levels of noise created by the beach bar which currently operates

within the Galleon Beach's hotel. The Mission was able to interact and to share with them similar experiences in other WH sites in which such community engagement resulted in the implementation of noise-reduction regulations and enforcement by the competent authorities.

The Mission observed that the stakeholder engagement process has the following gaps:

- Lack of understanding by the stakeholders and local communities of the significance of and obligations and process related to the WH site. Greater education, information sharing and outreach is needed;
- Lack of regular public information meetings with all stakeholders and local communities aware and invited to them. Meetings should be convened regularly, the notification with the proposed agenda should be widely disseminated, and the results should be made available online. The Mission was informed that the NPA convenes public meetings with stakeholders and residents through a public announcement and a WhatsApp group that receives the meeting announcement. While these meetings are convened when there is a specific issue to be discussed (eg. a development project, parking issues or application of a regulation) it does not appear to be a regular event and it is not clear how the list of people to be notified (for example the WhatsApp group) is maintained;
- Limited familiarity with the process for approval and permits of development projects within the WH property and its buffer zone (including OG Paragraph 172 and HIA requirements). A basic information document of what to do and what not to do should be developed and widely circulated.

2.6. Clarification of monitoring requirements and processes for World Heritage sites

General: Paragraphs 172, 174 and 118bis of the OG:

Pursuant to Paragraph 172 of the OG, States Parties are to inform the WH Committee, through the Secretariat, "of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions which may affect the Outstanding Universal Value of the property. Notice should be given as soon as possible (for instance, before drafting basic documents for specific projects) and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved."

The WHC regularly receives from the State Party proposals for development projects within the WH property and its buffer zone that may affect the OUV and routinely forwards them to

ICOMOS for their Technical Review (TR). The numerous ICOMOS TRs that have been prepared for the property provide important recommendations and clarifications to the State Party, and while they are not binding, the State Party has tended to respect them.

OG Paragraph 174 is another monitoring mechanism wherein UNESCO receives notification from a third party (eg. an NGO, citizens group, or the media) notifying that a WH site faces a project or condition that threatens the OUV. In this case UNESCO writes to the State Party to ask for clarification on the situation.

Finally, it should be recalled that OG Paragraph 118bis calls for States Parties to ensure that “Environmental Impact Assessments, Heritage Impact Assessments, and/or Strategic Environmental Assessments be carried out as a pre-requisite for development projects and activities that are planned for implementation within or around a World Heritage property.”

The ICOMOS TR Process:

The Mission explained the overall process of the TRs and the fact that they are undertaken by very specialized experts, following a peer reviewed process and entailing the study of the proposed project by means of assessing all the data provided by the State Party, as well as the nomination dossier, the nomination original evaluation (by ICOMOS) and the Statement of OUV. It was also explained that TRs also consider, as a common baseline, the list (or inventory) of the Values and Attributes of the site as per the Statement of OUV. Further, it was explained the TRs also base their review of HIAs on the current “*Guidance and Toolkit for Impact Assessments in a World Heritage Context*”, 2022 (UNESCO; ICCROM; ICOMOS and IUCN). There may be additional exchanges between the State Party, the WHC and ICOMOS if ICOMOS requires more information or documentation to conclude its TR. Consequently, the Mission briefly summarized what the previously delivered TRs technically informed, especially regarding the Admiralty Ground Development project. In summary, the Mission explained how TRs are crafted and the rationale behind their conclusions and recommendations.

Discrepancies between the ICOMOS TR and the NPA outcomes:

The Mission explained that the main discrepancies between the NPA’s conclusions and the conclusions of the TR, are due to the following reasons:

- NPA’s reviews, which include a “preliminary HIA” for a proposed project, do not outline, as a common baseline, the list (or inventory) of the Values and Attributes of the site as per the Statement of OUV. Therefore, it can be the case that ICOMOS’s TRs reach specific conclusions that may vary from those of the NPA.

- Since the NPA's reviews do not necessarily include a specific map showing the precise location and visual relationships among and between the various attributes, the project's potential impacts (under study) are not visually reflected, nor integrated on said map. As a result, it can then be case that ICOMOS's TRs reach specific conclusions that may vary from those of the NPA.

- Further, the NPA's TORs for HIAs do not encourage following of the "*Guidance and Toolkit for Impact Assessments in a World Heritage Context*", 2022 (UNESCO; ICCROM; ICOMOS and IUCN). On the contrary, they are still following the outdated "*Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*", 2011 (ICOMOS). Again, this can lead to ICOMOS's TRs reaching specific conclusions that may differ from those of the NPA.

Discrepancies between the ICOMOS TR, the NPA "preliminary HIA" and the Search HIA on the Admiralty Grounds Development Project:

There were discrepancies between the ICOMOS TR transmitted in November 2022 for the Admiralty Grounds Development project, the NPA "preliminary HIA" and the Search HIA.

For the State Party, HIA requirements are detailed in WH site Management Plan Version 1.3, and the *Building Guidelines and Procedures for Development in the World Heritage Site* (2019). The application process for development project proposals submitted to the NPA described during the Mission currently entails a screening and scoping exercise, as a "preliminary HIA" undertaken by the Director of Heritage Resources, NPA, for the archaeology and visual components of every project proposal. A separate assessment is undertaken by the Environmental authority. The NPA does not have an architect on staff, but works with the National Architects Association.

The State Party does not have national experts with the capacity to perform HIAs. Currently the NPA and the project developer jointly agree on who will do the HIA. In the case of the Admiralty Ground Development project, the Search company was hired by the developer to perform the HIA. The Mission recommends that a list of credible and independent HIA experts be established and shared by the NPA with developers to use for all HIA.

The Mission stressed the following:

- Archaeological impacts: The Search HIA clearly identified 3 intact areas of archaeology related to the naval occupation of the Dockyard within the site and which contribute to the WH site's OUV. However, most of the area chosen for development

is located in a zone considered to be previously disturbed. In any case, the HIA concluded that the overall archaeological impact of the project is moderate adverse with the potential to be major, permanent, and irreversible. In spite of this, the HIA stated that with careful planning and project implementation, the impact to the intact deposits of the site could be downgraded to negligible (or even neutral) and suggested that the project could proceed provided that temporary fencing be placed around the 3 intact areas leaving a 1-to-2-mts. buffer around the intact deposits.

Consequently, when evaluating the Search HIA, the NPA concluded that the project was possible, provided that (among others), the intact deposits are not touched, damaged, landscaped or otherwise disturbed. Furthermore, it recommended putting temporary fencing (around said areas) during construction as well as archaeological monitoring of all excavations. Should unknown archaeological deposits arise (and be deemed significant) then the mechanical excavation should be stopped and the archaeological recovery of the materials should be conducted.

After a thorough evaluation of all the above, the TR considered that if any of the intact areas should be affected, it could constitute a major threat to the site's OUV. Therefore, should the project be permitted, a great number of extraordinary mitigation measures would have to be implemented and even in the case that these measures could be effectively implemented, still it is very likely that new archaeological deposits could arise during construction with the great potential of having an impact on the overall master plan design and layout. In other words, ICOMOS is of the opinion that, if archaeological resources appear (during the construction and are deemed significant, especially if they are related to former structures and/or infrastructures), not only would the project have to be stopped and an archaeological record be made, but, most importantly, the project's master plan and design should be redesigned in such a way that those new archaeological resources are protected, not disturbed and also reincorporated, as part of the project. Should this happen, it would irremediably cause overruns and increased costs on the project itself. Therefore, the TR concluded that the project may still potentially affect the archaeological integrity of the site and so it would pose a threat to the OUV. Thus, the recommendation was to not proceed with the further development of the project. After visiting the site, the Mission reaffirmed that the project be abandoned or completely relocated elsewhere or perhaps, it could be completely reconsidered in such a way that all negative impacts seen in the current proposal are completely eliminated. In the latter case, a new HIA and a TR would be needed.

- Visual impacts: Likewise, the Search HIA suggested that, due to its location, the project poses several minor adverse visual impacts (as seen from Dockyard, Shirley Heights and One Gun Battery/Middle Ground), with moderate negative impacts as seen

from Dow's Hill and St. Helena. In other words, its presence will have an adverse impact (ranging from minor to moderate) as seen from various key points and such impact will be negative, permanent and irreversible. In spite of the above, the HIA suggested that the project could still be carried out provided that mitigation measures be implemented, including low-profile construction, utilization of location-appropriate materials, and the replacement of native or historic (mature) vegetation surrounding the site.

Consequently, when evaluating the Search HIA, the NPA concluded that the project was possible, provided that a range of mitigation measures be implemented, including no removal of vegetation (except in the development's footprint), planting matures trees so as to ensure a 50% canopy coverage, that the buildings be clad in local stone and be painted in earth tones, that the roofing materials be wooden shingles (or similar ones), etc.

However, after a thorough evaluation, the TR considered that even after all the above-mentioned mitigations are implemented, still there would be residual negative impacts left in place. In other words, the project (as presented) would still cause an irreversible negative impact on the visual relationships within the property and thus affect its visual integrity, for no mitigation measures could completely diminish the visual moderate impacts. Therefore, as stated in the "*Guidance and Toolkit for Impact Assessments in a World Heritage Context*", 2022 (UNESCO; ICCROM; ICOMOS and IUCN), in the case that significant residual negative impacts on OUV cannot be avoided, the HIA report should recommend that the proposed action should not be taken forward. As result, the TR concluded that the project would cause an irreversible impact on the visual relationships within the property, thus affecting its integrity and with the potential to pose a threat to its OUV. The final recommendation being the same, that is to not proceed with the project.

- Adding to the overall cumulative impact: As was stated at the time of the inscription, development pressure continues to be one of the major factors affecting the site. This on-going development pressure creates an overall cumulative impact which is already starting to become visually evident in the site. If not controlled, in time, said cumulative impact can become a direct threat to the WH site's OUV. In spite of the above, neither the Search HIA, nor the NPA's evaluation necessarily reflected on this phenomenon.

In this sense, the TR did reflect on the fact that the project would contribute to an ever-increasing cumulative development pressure on the property. Further, the TR also considered the risk derived from development pressure noting that this project may put additional pressure on the development of other areas within key viewsheds and their adjacent boundary. This issue represents a continuous risk as real estate prices increase and generate more pressure to develop more villas and tourism-oriented hotels. Furthermore, the TR

suggested that the NPA should recognize this ever-increasing risk, as a matter of policy and make a formal statement regarding what would be acceptable and what would not within the WH site. Such explicit policy statement should be aimed at ensuring the long-term viability of the WH property and should contain clear strategies with thresholds that aim at protecting and maintaining the site's OUV. Therefore, ICOMOS advised not to proceed with the further development of this project.

In light of all of the above and in order to avoid future discrepancies between the TRs, the HIAs and the NPAs evaluations, the Mission made the following recommendations:

- That the NPA work on the list (or inventory) of the Values and Attributes of the site as per the Statement of OUV and use it as baseline for all impact assessments.
- That the NPA work on a specific map showing the precise location and visual relationships among and between the various attributes and also use it as baseline for all impact assessments.
- That the NPA encourage, in all their TORs for HIAs, that the current "*Guidance and Toolkit for Impact Assessments in a World Heritage Context*", 2022 (UNESCO; ICCROM; ICOMOS and IUCN) be followed in all HIAs.
- That for all impact assessments, the NPA also base its judgement on the previously identified good and bad design practices, all of which have been systematically identified (by ICOMOS) in all TRs delivered to this date.

2.7. Review of future development projects concerning the property

The Mission stressed that the Convention and WH site designation favor sustainable development and are not against it, so long as there is no threat to the OUV. However, it was noted that the WH property and its buffer zone have been, since inscription, under serious development pressures. Much of this development is geared toward tourism, hotels and vacation homes. It is notable that the Government, while supporting protection of the WH site and its OUV, is strongly in favor of development projects to boost the economy. The NPA is in the process of defining development thresholds within the WH site, particularly for privately owned lands.

During the Mission, 3 potential development proposals were identified and assessed: the Admiralty Grounds Development project; the Galleon Beach project, and the NPA Warehouse, Workshop and Office complex.

In the meetings with representatives from Admiralty Grounds Development and Galleon Beach, both of which have development project proposals within the boundaries of the WH site, the Mission stressed that WH status is not opposed to development, and that development may take place so long as the conservation of the site is maintained and there is no negative impact on the OUV.

In both of the meetings, the Mission provided detailed information with regard to: the benefits and obligations that come with WH inscription; the Statement of OUV and how its specific Attributes and Values are the measure against which any project is evaluated for possible negative impact on the OUV; the project evaluation process, including the “preliminary” HIA done by the NPA, and, in the event of a possible negative impact on the OUV, the need for a full HIA as well as the State Party obligation per OG Paragraph 172 to provide full documentation to UNESCO in order to initiate a Technical Review (TR) by the Advisory Body, ICOMOS; how a TR is conducted; how HIAs must follow current guidelines (the *Guidance and Toolkit for Impact Assessments in a World Heritage Context – 2022* (UNESCO; ICCROM; ICOMOS and IUCN)) and include/address the Values and Attributes as per the official Statement of OUV.

The Mission further stressed that a preliminary approval from the NPA is not the final step in the evaluation process if there is a possible negative impact on the OUV, and that no action should be taken until the TR from ICOMOS has been issued. Multiple components make a WH site successful including stakeholder and community understanding, engagement and commitment to WH site protection. The Mission added that UNESCO exchanges with the State Party – the Delegation in Paris, the National Authorities, the NPA.

The Mission explained that the TR is undertaken by very specialized experts, is always peer reviewed, and entails the study of the proposed project by means of assessing all the data provided by the State Party, as well as the nomination dossier, the nomination evaluation (by ICOMOS) and the Statement of OUV. It was stressed that since there are considerable archaeological remains on the WH site, in cases when the construction phase reveals new or unexpected archaeological resources, the protocol is to halt the project, make a complete assessment and record of the findings and then (if necessary) do a redesign of the overall project, in such a way that the archaeological remains are not disturbed and are also physically integrated into the master plan (something that could likely cause overtime and additional costs).

Admiralty Grounds Development project:

This is a continuation of the project that was previously subjected to an ICOMOS TR in November 2022. It is a residential development consisting of 5 one-story cottages in a 4.18-acre parcel, located directly across from the Dockyard, within the WH property boundaries (see photos 1-6, in Annex VI). Among others, in said TR, ICOMOS concluded that:

“- The project would potentially affect the archaeological integrity of the property.

- *The project would cause an irreversible impact on the visual relationships within the property and thus affect its integrity and authenticity. No mitigation measures would diminish this impact meaningfully.*
- *In addition, it would contribute to a cumulative development pressure on the property.*
- *The project would pose a threat to the Outstanding Universal Value of the World Heritage property.*
- *Therefore, it is advised not to proceed with the further development of this project and to maintain the area for conservation and environmental protection.”*

The Mission was able to visit the site and to assess the project’s potential visual negative impacts from the various key points which the project is visible from, thus reaffirming the conclusions previously set forth in said TR. In other words, the project (as proposed) will add to the overall cumulative impact on the WH site’s OUV.

In addition, the Mission held a meeting with the project’s owners and representatives. Ms. Susanna Salvia indicated that she is not clearly informed of what is going on and that she received the TR unofficially but not officially. She also said that there are erroneous issues in the TR. While she expressed her commitment to doing things correctly, she said neither the HIA nor the TR provide the information needed to bring the project forward in a way that does not negatively impact the OUV. She indicated that the project for 10 villas was approved in principle before the inscription, and there was a court decision and a legal agreement for the project.

Regarding the question about erroneous aspects of the TR, the UNESCO and ICOMOS experts explained that a TR must include all previous information and TR recommendations to provide historical context. That is why aspects of the 2019 review were mentioned in the 2022 TR; however, the wind turbine reference was not understood.

Regarding the question of why the reference to the future development of the project within the 2016 Inscription does not necessarily authorize this project, the UNESCO expert explained that the project details (for example exact size and scope) were not available at the time of inscription, thus there could be no guarantee for its development authorization down the road. Once the site was inscribed, every project proposal that may impact the OUV is subject to the full process of evaluation.

Mr. Joost Morsink, Search author of the HIA, noted that the TR discussed the cumulative effects of development projects on the site and said that other possible future projects should not be an argument against this project. The ICOMOS expert explained in this particular case, while the TR focused on evaluating this project, it nonetheless had to acknowledge that the potential negative impacts of this project will add to the overall cumulative impact on the WH

site (which is caused by development pressures); as stated by ICOMOS during the nomination evaluation in 2016, this is a main threat to this site. The ICOMOS expert also stressed that the HIA comprised all the usual information, but it did not follow the current international guidelines (*Guidance and Toolkit for Impact Assessments in a World Heritage Context – 2022* (UNESCO; ICCROM; ICOMOS and IUCN)). He further indicated that, as per the HIA, since the project is quite visible from some key points located within the site's boundary, as result, it will pose some minor to moderate negative impacts on the site's OUV, pertaining to the visual integrity. Further, some of those moderate negative impacts can only be partially mitigated, thus leaving residual negative impacts which will be permanent and irreversible. Therefore, as per the current international guidelines, in those cases, the project is recommended to be either abandoned or completely be relocated elsewhere or, perhaps, to reconsider completely the master plan in such a way that all negative impacts be completely eliminated. In the latter case, a new HIA and a TR would be needed.

In a separate meeting, Mr. Morsink indicated that the area of the proposed project was, in the 19th century, residential with houses, and he has records of this. He asked if this can be taken into consideration in the evaluation process, and also whether a large row of trees could have a negative impact on the OUV. The UNESCO and ICOMOS experts explained that while planting trees will not have a negative impact on the OUV, this will not fully mitigate the project's negative impact issues since trees can be lost. It was again explained that since some of the moderate negative impacts can only be partially mitigated, they will leave residual negative impacts which will be permanent and irreversible. As a result, the recommendations are to not proceed with the project, or to relocate it elsewhere or, perhaps, to reconsider completely the master plan with an overall architectural design, scale, size and density so as to eliminate all negative impacts seen in the current proposal. In the latter case, a new HIA would be needed.

Galleon Beach project:

The site is located inside the WH site's boundary right on Freeman's Bay watershed (see photos 7-12, in Annex VI). It comprises 13.3 acres of land with about 10 acres to be developed into a hotel/resort and residential tourism complex. The site's western boundary runs along Galleon Beach and includes a beach with a sand dune, a low lying (at and below sea level) flat space behind the dune, which is currently in grass, and then slopes up the hill at various gradients. The parcel is also known to have 2 documented archaeological sites within, the Galleon Beach Cemetery and the Galleon Beach Amerindian Site. Currently however, the site has the remains of the derelict Galleon Beach Resort, including a restaurant complex, 9 beach bungalows, 12-13 hillside cottages, and several small outbuildings. Recently, in 2022 the NPA permitted the developers to renovate an existing beach bar which now operates as the Loose Cannon.

The Mission was able to visit the site and to assess the project's important visual relationship with various key points including Fort Berkeley, One-gun Battery (Middle Ground), The Lookout (Shirley Heights), Fort Charlotte, Dow's Hill Fortification, the Dockyard and Clarence House (see photos 8-10, in Annex VI).

The Mission also held a meeting with the project's owner, Mr. Tim Duce, and discussed the project, with potentially 15 villas being developed. He indicated that they have gone through 5 years of process and want to do things correctly. He has had an EIA and HIA done and is preparing an updated Master Plan, and needs guidance and guidelines. The Master Plan (and Heritage and Environmental Review and Assessment - HERA) should eventually be sent to WHC and ICOMOS for TR.

The UNESCO and ICOMOS experts having explained the evaluation process, stressed that a TR can, at times, take 6 months or more. The ICOMOS expert also discussed general technical aspects regarding architectural design and good design practices, noting that it is best to do the design around the HERA. He also noted that the site is exposed to inland flooding and impacts from coastal inundation during storms and that it is low-lying with over 50% at or below sea level. Therefore, a full hydrological and coastal assessment would be required to ensure that appropriate mitigation measures are designed for reducing the risks of negative inundation impacts and occurrences. In summary, the project is still at an early stage, and thus no TR has been formally requested to the WHC. However, the Mission was able to note and assess the following:

- The site is within the WH boundary, right on Freeman's Bay and is quite visible from various key points including Fort Berkeley, One-gun Battery (Middle Ground), The Lookout (Shirley Heights), Fort Charlotte, Dow's Hill Fortification, the Dockyard and Clarence House.
- The parcel is known to have 2 documented archaeological sites within, the Galleon Beach Cemetery and the Galleon Beach Amerindian Site, something which will need to be considered during the EIA, the HIA, the design phase and during construction phase per se.
- The overall design should be conceived considering the already known good design practices and following current NPA regulations and standards.
- Pursuant to Paragraph 172 of the OGs for the implementation of the WH Convention, a formal TR should be conducted prior to the NPA delivering any approvals or permits.
- A full hydrological and coastal assessment would be required to ensure that appropriate mitigation measures are designed for reducing the risks of negative inundation impacts and occurrences.

The NPA Warehouse, Workshop and Office complex:

The NPA has determined that there are several underutilized and inappropriately used spaces within the Dockyard inconsistent with the long-term financial sustainability of the site. The spaces include warehousing, carpentry and other maintenance workshops, workspaces and offices. These spaces are not being used for the better interpretation of the site, nor are they contributing to the long-term financial sustainability of it. In order to address this issue, the NPA is exploring the construction of a Warehouse, Workshop and Office complex in the Dockyard Valley across the dry riverbed and nestled into the hillside. This location is already visually compromised in its current use with a sewage treatment plant, a parking area, a container storage area (see photos 13-18, in Annex VI). Therefore, it needs to be addressed through landscaping to reduce its overall impact if any other developments are to be considered in the same area. However, as stated on the NPA's HERA, the site presents 2 areas of heritage concern, one in which there is the remains of an old stone foundation and another in which there are typical 18th and early 19th centuries artifacts scattered there (probably related to the dockyard former worker settlements and therefore contributing to the OUV of the WHS).

The Mission underlined that, pursuant to OG Paragraph 172, a formal TR should be conducted based on extensive documentation, prior to any decision. However, it accepted to meet with project's architect and to visit the site in order to preliminarily and informally discuss possible impacts on other key points within the WH property. The project is still at an early stage of design, and it might entail a 140x80 feet (42,5 x 24,5 meters) in size, 2 stories building, with space for parking, offices, staff room, bathroom, archive, large rainwater cisterns, photovoltaic roof and possible space for energy storage. Further, the exterior will try to blend into the landscape in terms of size, scale, shape and material color. On the other hand, in regards to the archaeology of the site, the Mission observed that the 2 areas of heritage concern should be safeguarded against any disturbance (except in the case of archaeological research) perhaps by establishing an all-around appropriate no-development buffer zone, meaning that they should not be touched or disturbed in any way during the planning and construction of the proposed development. Further, in regard to the potential visual impacts that the project could generate, it was noted that although the site is largely hidden from most of WH site key points, still it will be seen from One Gun Battery (Middle Ground) and so it could pose negative impacts on the visual integrity of the site and, ultimately, on its OUV. Therefore, the Mission was able to observe, preliminarily and without committing the results of a formal TR, the following:

- The site is within the WH boundary and seems to be already visually compromised in its current use with a sewage treatment plant, a parking area, a container storage area. Therefore, it seems to need to be addressed through landscaping.
- Although the site is largely hidden from most of WH site key points, still it will be seen from One Gun Battery (Middle Ground) and so it could probably pose negative impacts on the visual integrity of the site and, ultimately, on its OUV.
- The 2 areas of heritage concern should be safeguarded against any disturbance (except in the case of archaeological research) for instance by establishing an all-around appropriate no development buffer zone.
- The project's adverse visual impact, as seen from One Gun Battery (Middle Ground), should be carefully studied, assessed and fully mitigated. A full HIA should be conducted as well.
- Pursuant to Paragraph 172 of the OGs for the implementation of the Convention, a formal TR should be conducted based on comprehensive documentation on the project, prior to the NPA delivering any approvals or permits.

2.8. Roles of and Communication with UNESCO and the Advisory Bodies

The roles of UNESCO and the Advisory Bodies:

The World Heritage Centre, among its work as Secretariat of the Convention, supports the State Party in its implementation of the Convention, provides training opportunities and exchanges with national authorities, site managers and national Focal Points for the Convention, as has been the case with Antigua and Barbuda.

The Mission provided an overview of the World Heritage Convention and the Committee, the benefits of having a site inscribed on the World Heritage List and the obligations that come with it, the meaning of Outstanding Universal Value including the criteria, integrity and authenticity and the site's values and attributes, the Operational Guidelines for the Implementation of the World Heritage Convention (particularly Paragraphs 172, 174 and 118bis) and the role of the three international Advisory Bodies named in the Convention to advise the Committee (ICOMOS, the IUCN and ICCROM), which includes providing scientific and technical advice to the States Parties and the Committee, develop guidance tools and provide capacity building.

The Mission explained in detail the conservation, management and monitoring requirements for a WH site that are the responsibilities of the national authorities, including management plans, effective legal frameworks, governance, human and financial resources, and stakeholder engagement. The Mission also discussed threats to WH related to development, tourism and climate change, and the importance of sustainable tourism management plans and disaster risk reduction plans.

Communication with UNESCO and ICOMOS:

The State Party communicates with UNESCO and the WHC either through the Permanent Delegation of Antigua and Barbuda to UNESCO or the Ministry of Education, Sports and Creative Industries, which is responsible for relations with UNESCO. The meeting organized in November 2023 at the UNESCO Paris Headquarters to discuss the Admiralty Grounds Development Project TR was the result of the Permanent Delegation contacting the WHC. Similarly, the joint UNESCO-ICOMOS Advisory Mission was the result of the November 2023 letter from the NPA Parks Commissioner to the Director of World Heritage. For operational matters or questions, including International Assistance or World Heritage Tentative Lists, the State Party or the NPA Parks Commissioner can likewise contact the WHC. Communication to the WHC can be addressed to the Director of World Heritage or to the Unit for Latin America and the Caribbean within the WHC.

Pursuant to OG Paragraph 172, the State Party has been correctly submitting to the WHC proposals for development projects, which the WHC in turn sends to ICOMOS for TRs. If there is need for further explanation on any given ICOMOS TR, the State Party should contact the WHC, and the WHC will then send the inquiry to ICOMOS. Should ICOMOS require more information to complete any given TR, they so inform the WHC and the WHC in turn contacts the State Party to request the additional information. If the State Party would like to have a specific capacity building or training activity, the request can be made to WHC or directly to ICOMOS.

2.9. The World Heritage Site Management Plan

Version 1.3 of the Management Plan (Annex IV) was submitted to the NPA Board of Directors for consideration but has not been adopted. While the NPA has continued to work on its obligations to conserve, monitor and manage the property and maintain its OUV, the Management Plan needs to be finalized and adopted in order to be credible and for all parties concerned to work toward the same, agreed-upon objectives. This is particularly urgent as development and tourism pressures are increasing and have a cumulative effect on the site.

Version 1.3 of the Management Plan seems well organized and comprehensive as it considers a fairly complete set of actions, sub-plans and intervention projects for the next years (until 2028). It covers all relevant management areas, including legal instruments and protection, management and structure, mission, heritage objectives, heritage management programs and actions, development policy statement, implementation and reporting. It also includes specific restoration projects, such as the Ridge stabilization project, Fort Berkeley stabilization project and the Field Research Centre/Artillery Quarters expansion project. However, it seems to have several deficiencies as well, such as:

- There is no inventory or listing of the values and attributes as per the statement of OUV.
- There is no mapping of the attributes that convey the values of the WH site.
- There is no overall desired state of conservation target for the site, indicating what the site should look like at the end of the Management Plan period (2028) - setting the goals for conservation and management and the steps needed to achieve them.
- Considering the current critical state of deterioration and decay of an important number of the former military ensembles, there is not a complete diagnosis of the current situation accompanied by an Emergency Actions sub-plan.
- There are no estimated budgetary assignments for all proposed tasks and actions, nor an identification of funding sources.
- The current NPA Warehouse, Workshop and Office complex project is concealed under the *"Dockyard Precinct Spatial Development Plan"*, but not explicitly addressed as such.
- The division of tasks between the various Departments working in the WH site and the exchange among them, as well as the lines of reporting to and agreement from the Parks Commission could be included to support a common vision for the WH site.

Some of the above listed deficiencies were discussed with the State Party during the Mission with the intention that they could be addressed before the Management Plan is finalized and officially adopted.

2.10. Other Considerations

Observations on the condition of buildings and archaeological sites:

In regards to the Dockyard Precinct, the Mission noted that, overall, the buildings and structures are well preserved and maintained and are still being used under the same protocols and standards as when during the inscription. A portion of the historic buildings have already been properly restored. Another portion is scheduled to undergo a restoration process soon. Finally, the remaining portion is to be addressed in the long-term per Version 1.3 of the Management Plan. It can be said that the overall physical fabric of said buildings, as well as their significant features are in good condition, showing little signs of neglect as they still retain all the elements necessary to express the features and processes which convey their significance (see photos 19-26, in Annex VI). Therefore, the Dockyard's overall integrity and authenticity are still preserved.

Likewise, regarding the Dockyard's surrounding hills and cultural and natural landscape (including the Clarence House as well as the surrounding hills' greenery and wilderness), they still retain their visual integrity for the visual relationships and dynamics between the Dockyard

complex (down at sea level) and the former military structures (on the surrounding hills) are still recognizable (just as it was during the inscription - see photos 2, 3, 6, 8-10, 21, 22, in Annex VI). However, the Mission noted that the cumulative impact that comes as a result of the on-going development pressure, continues to be one of the major factors affecting the property. For example, unlike during the time of inscription, currently it is quite evident that, ever since inscription, several scattered real estate projects (in the privately-owned parcels located within the surrounding hills) have been taking place. Therefore, considering the on-going and high development pressure, constant vigilance and proper HIAs continue to be crucial and corrective measures are still necessary to readdress proposals that can negatively impact the property's OUV. In addition, during the Mission it was noted that the WH site's physical boundaries are still not well identified by a proper signage system, meaning that it continues to be hard to tell when one enters or leaves the site. This was already a condition noted during the nomination evaluation. Further, during the Mission, new signage elements that the NPA had recently ordered arrived at the Dockyard, and it was observed that they lack the Convention logo (see photo 27, in Annex VI). When asked why, the NPA representatives explained that they intend to add said logo afterwards.

The military structures (on the surrounding hills) still exhibit an evident uneven state of conservation, for many of them continue to show significant levels of decay and deterioration, even worse than during the inscription in 2016 (see photos 28-40 in Annex VI). As was already stated during the nomination evaluation, due to the high number and spatial distribution of these former military ensembles and the number of economic resources needed for their proper conservation, the current impact of their deterioration processes is being appropriately controlled and managed. If proper and immediate emergency actions, as well as long-term conservation, consolidation and stabilization measures are not implemented urgently, these sensitive military ensembles may be systemically and irremediably lost, thus yielding the potential to put the WH site in danger. Again, as was also stated by ICOMOS during the nomination evaluation, these structures still retain their essential relationships and visual dynamics in relation to the Dockyard. Therefore, provided that they may be properly stabilized and if assisted by interpretation actions, they can still express the fact that they played a significant role in terms of watching over and safeguarding the Dockyard.

Observations on interpretation:

Good interpretation for the WH site is important for the successful self-financing and revenue generating products of the NPA as well as tourism, and also for strong stakeholder and community engagement, as mentioned in Version 1.3 of the Management Plan. The Interpretation Centre at Dow's Hill and the multi-media presentation as well as the Dockyard Museum are successfully contributing to interpretation and education. Version 1.3 of the Management Plan notes, however, that interpretation across the site is uneven, and this fact was confirmed by the Mission during the site visits. It was particularly noted that more signage is needed,

not only of the WH designation (with the World Heritage logo), but with more description of historic buildings and events and archaeological sites. More coordination between relevant NPA Divisions such as Heritage Resources and Visitor Services would be beneficial.

Interpretation can also be a strong component of guided tours but the Mission did not have the opportunity to experience the content of the tours offered at the site. Tour guide training, mentioned in the Action Table annexed to Version 1.3 of the Management Plan, would be important to support. The Mission did, however, have the opportunity to attend the weekly “Rum in the Ruins” evening lecture at Dow’s Hill Fortification see photo 42, in Annex VI, found it extremely informative, and appreciated that the large audience was very engaged thanks to interactive presentations by the staff of the Heritage Resources Department.

A robust educational programme with local communities is important and is discussed in the Action Table annexed to Version 1.3 of the Management Plan, but the Mission did not see specific evidence of it, nor of the general Visitor and Tourist Education Programme or the Community Awareness Programme mentioned in the Plan.

Observations on tourism and climate change:

During the Mission, it was noted that additional measures could help guarantee an optimal conservation and management of the WH property, should requisite funding be made available. The Mission stressed that as with many other WH sites, tourism and climate change are increasing risks to the conservation of this site and the management must anticipate, avoid and minimize their harmful impacts. This is part of good governance and collaborative planning that are fundamental to risk preparedness and sustainable development.

The Mission noted the general government interest in monetizing the WH site. While tourism is key to the State Party, its citizens, economy and indeed the WH site, a specific, progressive vision and strategy for tourism are needed that both conserve the site and deliver the outcomes desired by the State Party. The Mission noted that following the 2019 carrying capacity study, visitor numbers in the Dockyard and the Dows Hill Fortification were revised. The NPA needs to be forward-thinking in terms of mounting tourism pressures and related regulations needed, (eg. permits, parking, tours, trash collection, noise pollution etc.) which it is working on. The Mission noted that while Version 1.3 of the Management Plan discusses various tourism needs and actions, a Sustainable Tourism Plan specifically for the WH site would be beneficial. It should involve multiple NPA Departments, including the Heritage Resources, Visitor Services and Marketing.

The Mission also discussed the well-known and increasing impacts of climate change in the Caribbean region. The WH site is subject to severe weather that effects not only conservation of the site but businesses and tourism related to the site. It was pointed out that Paragraph 118 of the OG recommends States Parties to include disaster, climate change and other risk preparedness as part of the management plans and training strategies. Climate change actions are mentioned in Version 1.3 of the Management Plan. The Mission noted that the NPA is undertaking some action, but implementation of dedicated and consistent measures are lacking, perhaps due to lack of a strategy, expertise, and funding. It is recommended that a Disaster Risk Reduction and Management Plan for the WH site be prepared with experts and relevant Government Ministries, and regular funding be available for its implementation.

Observations on monitoring:

The Action Table annexed to Version 1.3 of the Management Plan lists numerous actions to address monitoring and the appropriate indicators, but it appears challenging to actually accomplish them, particularly due to lack of staffing and funding. At the time of inscription, the Committee in its Decision 40 COM 8B.32 stressed the need for monitoring and the associated indicators. The Mission observed that the NPA is making some progress and is working on data collection. However more support is needed for monitoring and related indicators, data collection, training, and scientific research for the property. For example, technical expertise is lacking as engineers should be engaged to monitor historic buildings, or more photogrammetry could be done with drones and appropriate technical equipment for surveying, recording and identifying emerging deterioration issues.

In view of the many monitoring, conservation and restoration needs observed throughout the Mission, as well as training assistance for staff at the Department of Heritage Resources, the State Party is encouraged to request International Assistance under the World Heritage Convention.¹¹ The next deadline for requests is 31 October 2025.

3. CONCLUSIONS AND RECOMMENDATIONS

3.1. Conclusions

1. Regarding the Institutional Framework:

- As the NPA is self-funded, the WH property staff salaries and its work (eg. conservation, management, restoration, maintenance, training and educational) are all financed by money raised by the NPA. Although the NPA has a successful business plan, this financial framework is challenging for the

¹¹ See [International Assistance under the World Heritage Convention.](#)

WH site, as there must be steady income in place for the WH property to undertake appropriate management and conservation. Consequently, not all the objectives set out in Version 1.3 of the Management Plan can be undertaken as needed.

- Staff and training are notably limited for the WH property and this is a direct consequence of the financial situation of the WH property and the NPA.
- Cooperation and regular exchange and sharing of information between the different NPA Departments could be enhanced. The division of tasks between the staff of the Heritage Resources Department, particularly if there can be an increase in the staff, the exchange with other NPA Departments and the lines of reporting to, and agreement from, the Parks Commission could be clearer.

2. Regarding complementary observations on legislation:

- The *Cultural Heritage Protection Bill (2024)*, which is in parliamentary review, promises to become a robust legal tool for the protection of cultural heritage, however the \$10,000.00 USD fine for a person who fails to obtain a permit seems insufficient considering the level of real estate investments that take place and the level of negative impact they can pose if done inappropriately. The draft *Amendment (2024) to the National Parks Act* being developed that will be addressed in Parliament, as well as draft Regulations being developed dealing with activities in the National Park, permits and fines, including the draft *National Parks (General Amendment)(2024)*, the draft *National Parks (Nelson's Dockyard Parking)(Amendment)(2024)*, and the draft *National Parks (Trading)(Amendment) (2024)*, together with the *Cultural Heritage Protection Bill (2024)*, once finalized and adopted, shall effectively reinforce the existing legislation on cultural heritage and while they are directed at heritage and the National Park generally, they will contribute to the conservation of the WH property.

3. Regarding the gaps in the assessment procedures as well as the discrepancies between the NPA conclusions and the conclusions of the TR and how it was crafted:

- No proper identification of the values and attributes of the WH site, nor a mapping of the attributes as per the Statement of OUV has been done by the NPA.
- TORs for HIAs do not encourage to follow the current "Guidance and Toolkit for Impact Assessments in a World Heritage Context", 2022 (UNESCO; ICCROM; ICOMOS and IUCN).
- NPA's reviews do not outline, as a common baseline, the list (or inventory) of the Values and Attributes of the site.

- NPA's reviews do not necessarily include a specific map showing the precise location and visual relationships among and between the various attributes. Therefore, the project's potential impacts (under study) are not visually reflected, nor integrated on said map.
4. Regarding Communication with Stakeholders and Communities, and Gaps in the Stakeholder Engagement Process:
- Stakeholders and communities not only benefit from the WH site but should be engaged in its conservation, management and promotion and be knowledgeable about its OUV and the requirements and responsibilities they have, particularly when it comes to development projects. Greater education and information sharing is needed.
 - The national authorities and site management could enhance stakeholder and community engagement through consultative and participatory processes. Public information meetings to engage all stakeholders and local communities should be more regular, and the notification of meetings that includes the proposed agenda should be widely disseminated, and the results be made available online.
 - Familiarity with OG Paragraph 172 monitoring, the HIA processes, as well as the NPA process for approval and permits of development projects within the WH property and its buffer zone is lacking. A basic information document of what to do and what not to do should be developed, widely circulated and made available online. In connection to the OG Paragraph 172 process, stakeholder concerns should be taken into account.
5. Regarding the areas of disagreement between the TR, the Search HIA, and the NPA evaluations (on the Admiralty Grounds Development project):
- Archaeological impacts: The HIA and the NPA's evaluation concluded that with careful planning and project implementation, the impact to the intact of the site could be downgraded to negligible. On the contrary, the TR concluded that if any of the intact areas should be affected, it could constitute a major threat to the site's OUV and so if the project be permitted, a great number of extraordinary mitigation measures would have to be implemented and even so, still it is very likely that new archaeological deposits could arise during construction with the great potential of having an impact on its overall master plan. In other words, if archaeological resources appear (during the construction and are deemed significant), not only would the project have to be stopped and a thorough archaeological record be made, but, most importantly, the project's master plan should have to be redesigned in such a way that those new archaeological resources are protected and also be integrated back into the project.

- Visual impacts: The HIA recognized the project's minor adverse visual impacts (as seen from Dockyard, Shirley Heights and One Gun Battery/Middle Ground), with moderate negative impacts as seen from Dow's Hill and St. Helena. Although said impacts were considered negative, permanent and irreversible, according to the HIA, the project could still be carried out provided that mitigation measures be implemented. As a result, the NPA also concluded that the project was possible, provided that a wide range of mitigation measures be implemented. However, the TR concluded that even after all the above-mentioned mitigations are implemented, still there would be noticeable residual negative impacts in place. In other words, the project (as presented) would still cause an irreversible negative impact on the visual relationships within the property and thus affecting its visual integrity for no mitigation measures could completely diminish the visual moderate impacts. Therefore, as per current HIA standards, in the case that significant residual negative impacts on OUV cannot be avoided, the recommendation is that the proposed action should not be taken forward.
- On the cumulative impact: Neither the HIA, nor the NPA's evaluation necessarily reflected on this on-going phenomenon (which has been a reoccurring issue in almost all previous TRs). On the contrary, the TR did reflect on the fact that the project would contribute to an ever-increasing cumulative development pressure on the property, noting that this project may put additional pressure on the development of other areas within key viewsheds and their adjacent boundary. The TR also suggested that the NPA should recognize this ever-increasing risk, as a matter of policy and make a formal statement regarding what would be acceptable and what would not within the WH site. Such explicit policy statement should be aimed at ensuring the long-term viability of the WH property and should contain clear strategies with thresholds that aim at protecting and maintaining the site's OUV.
- The State Party does not have national experts with the capacity to perform HIAs. Currently the NPA and the proposed project developer jointly agree on who will do the HIA. In the case of the Admiralty Ground Development project, the Search company was hired by the developer to perform the HIA. The Mission recommends that a list of credible and independent HIA experts be established and shared by the NPA with developers to use for all HIA.

6. Regarding the review of future development projects concerning the property:

- Admiralty Grounds Development project: The conclusions of the TR were confirmed. Since the project is visible from some key points located within the site's boundary, it will pose minor to moderate negative impacts on the site's OUV, pertaining to the visual integrity. The Mission also concluded that some of those moderate negative impacts can only be partially mitigated, thus leaving residual negative impacts which will be permanent and irreversible. Therefore, as per the current international HIA standards, in those cases, the project is recommended to be either abandoned, relocated

elsewhere or, perhaps, to reconsider completely the master plan in order to try to eliminate all negative impacts seen in the current proposal. In the latter case, a new HIA and TR would be needed.

- Galleon Beach project: The EIA and HIA have been completed and an updated Master Plan will be done. The Master Plan (and HERA) should eventually be sent to the WHC and ICOMOS for a TR. The site is exposed to inland flooding and impacts from coastal inundation during storms and that it is low-lying with over 50% at or below sea level. A full hydrological and coastal assessment would be required to ensure that appropriate mitigation measures are designed for reducing the risks of negative inundation impacts and occurrences.
- NPA Warehouse, Workshop and Office complex: A formal and complete TR is needed for this project, based on comprehensive documentation. The Mission preliminarily observed that the site is located within the WH boundary and is already visually compromised in its current use with a sewage treatment plant, a parking area, a container storage area. Therefore, it needs to be addressed through landscaping. Although the site is largely hidden from most of WH site key points, it is seen from One Gun Battery (Middle Ground); for this reason, it was preliminarily observed that it could pose negative impacts on the visual integrity of the site. Further, the 2 areas of heritage concern should be safeguarded against any disturbance by establishing an all-around appropriate no development buffer zone.

7. Regarding the Management Plan:

- The Version 1.3 of the Management Plan seems well organized and comprehensive and considers a fairly complete set of actions, sub-plans and intervention projects for the next years (until 2028). It covers all relevant management areas as well as some specific restoration projects. However, there is no inventory or listing of the values and attributes as per the statement of OUV, nor is there a mapping of the attributes. Also, there is no clear overall desired state of conservation target indicating what the site should look like at the end of the Management Plan period - setting the goals for conservation and management and the steps needed to achieve them (2028).
- Regarding the former military ensembles, there is not a complete diagnosis of the current situation accompanied by an Emergency Actions sub-plan. Furthermore, there are no estimated budgetary assignments for all proposed tasks and actions, nor an identification of funding sources.
- The current NPA Warehouse, Workshop and Office complex project is not explicitly addressed in the plan.
- The division of tasks between the various Departments working in the WH site and the exchange and cooperation among them, as well as the lines of reporting to and

agreement from the Parks Commission, could be included to support a common vision for the WH site.

- It should be quickly updated, finalized and formally adopted in order to be credible and for all parties concerned to work toward the same, agreed-upon objectives.

8. Regarding other considerations:

- The buildings and structures within the Dockyard are well preserved and maintained and are still being used under the same protocols and standards as at the time of inscription. The overall physical fabric of said buildings, as well as their significant features are in good condition, showing little sign of neglect as they still retain all the elements necessary to express the features and processes which convey their significance.
- The Dockyard's surrounding hills and cultural and natural landscape still retain their visual integrity for the visual relationships and dynamics between the Dockyard complex (down at sea level) and the former military structures (on the surrounding hills) are still recognizable. However, the cumulative impact resulting from the on-going development pressure, continues to be one of the major factors affecting the property. Therefore, considering the on-going high development pressure, constant vigilance and proper HIAs continue to be crucial and corrective measures are still necessary to readdress proposals that can negatively impact the property's OUV.
- The WH site's physical boundaries are not well identified by a proper signage system, meaning that it continues to be hard to tell when one enters or leaves the site. During the Mission, new signage elements that the NPA had recently ordered arrived at the Dockyard, but they lack the WH Convention logo.
- The military structures (on the surrounding hills) still exhibit an evident uneven state of conservation, for many of them continue to show significant levels of decay and deterioration, even worse than during the inscription. As was stated during the nomination evaluation, due to the high number and spatial distribution of these former military ensembles and the economic resources needed for their proper conservation, the current impact of their deterioration processes is not being appropriately controlled and managed. If proper immediate emergency actions, as well as long-term conservation, consolidation and stabilization measures are not implemented urgently, these sensitive military ensembles may be systemically and irretrievably lost, thus yielding the potential to put the WH site in danger.
- The Interpretation Centre at Dow's Hill Fortification and the multi-media presentation, see photo 41 in Annex VI, as well as the Dockyard Museum are successfully contributing to interpretation and education, however interpretation across the site is uneven and could be improved. Additional specific training of tour guides, signage and information/description panels that

include the WH logo across the site are among the actions that could better support interpretation and education. Increased exchange and coordination between relevant NPA Divisions such as Heritage Resources and Visitor Services, particularly in terms of information content, would be beneficial.

- Tourism-related actions are mentioned in Version 1.3 of the Management Plan but are not fully implemented. Importantly, the carrying capacity study of 2019 resulted in a revision of visitor numbers in the Dockyard and Dows Hill Fortification. As tourism revenue needs and related pressure continues to increase and impact the WH site, continued data collection should be undertaken and a forward-thinking Sustainable Tourism Management Plan should be developed, involving multiple NPA Departments, including Heritage Resources, Visitor Services and Marketing.
- Climate change actions are mentioned in Version 1.3 of the Management Plan. The Mission noted that implementation of dedicated and consistent measures thereon are lacking, perhaps due to lack of a strategy, expertise, and funding. It is recommended that a Disaster Risk Reduction and management Plan for the WH site be prepared with experts and relevant Government ministries, and regular funding be available for its implementation.
- The Mission observed that the NPA needs to strengthen monitoring and related indicators, data collection, training, and scientific research for the property. The Mission observed that the NPA needs to strengthen monitoring, training, indicators, data collection and scientific research for the property. There is limited technical capacity and equipment available for data collection and analysis and this needs to be improved. For example, technical expertise is lacking as engineers should be engaged to monitor historic buildings, or more photogrammetry could be done with drones and appropriate technical equipment for surveying, recording and identifying emerging deterioration issues.
- In view of the many monitoring, conservation and restoration needs observed throughout the Mission, as well as training assistance for staff at the Department of Heritage Resources, the State Party is encouraged to request International Assistance under the World Heritage Convention.¹² The next deadline for requests is 31 October 2025.

3.2. Recommendations

The following Recommendations are proposed for the consideration of the State Party:

1. Regarding the Institutional Framework:

¹² [International Assistance under the World Heritage Convention.](#)

- While the NPA is self-financed, as much as possible, investigate new and additional ways of increasing for the WH site specifically the regular budget, the number of staff and their training and capacity, as well as equipment, particularly in the Heritage Resources Department, so that critical conservation, restoration and maintenance needs among others are not delayed and the Management Plan can be successfully implemented.
- Strengthen cooperation and sharing of information between the different NPA Departments. Clarify the division of tasks between the staff of the Heritage Resources Department, particularly if there can be an increase in the staff, and the lines of reporting to, and agreement from, the Parks Commission.

2. Regarding Legislation:

- Finalize and adopt the *Cultural Heritage Protection Bill (2024)*, which is in parliamentary review and promises to become a robust legal tool for the protection of cultural heritage, and consider increasing the \$10,000 USD fines applicable to breaches related to unauthorized constructions, restorations and buildings.
- Finalize and adopt the various regulations and amendments that the State Party is currently working on, including the draft *Amendment (2024) to the National Parks Act*, the draft *National Parks (General Amendment)(2024)*, the draft *National Parks (Nelson's Dockyard Parking)(Amendment)(2024)*, and the draft *National Parks (Trading)(Amendment) (2024)*.

3. Regarding the gaps in the assessment procedures as well as the discrepancies between the NPA conclusions and the conclusions of the TR and how it was crafted:

- Make an inventory of the values and attributes of the WH site and work on mapping the attributes as per the Statement of OUV as use it as baseline for all impact assessments.
- Encourage the use of the "Guidance and Toolkit for Impact Assessments in a World Heritage Context", 2022 (UNESCO; ICCROM; ICOMOS and IUCN) in the TORs for HIAs.

4. Regarding Communication with Stakeholders and Communities, and Gaps in the Stakeholder Engagement Process:

- Increase targeted information meetings and education opportunities to stakeholders and local communities to enhance their understanding of and commitment toward the WH site, the OUV and the related benefits and obligations that come with WH designation.

- Strengthen the consultative and participatory processes and ensure that public information meetings be more regular, the notification with the proposed agenda should be widely disseminated, and the results should be made available online.
- Specifically inform about the OG Paragraphs 172 and 118bis and Heritage Impact Assessment processes and ensure stakeholders and communities are familiar with the NPA process for approval and permits of development projects within the WH property and its buffer zone. A basic information document of what to do and what not to do should be developed, widely circulated and made available online.

5. Regarding the areas of disagreement between the TR, the Search HIA, and the NPA evaluations (on the Admiralty Grounds Development project):

- Provide a policy through which, if new archaeological deposits arise in any given construction, especially those related to former structures and/or infrastructures (and are deemed important to the OUV of the WH site), these be protected, not disturbed and also be integrated back into the project even if it means a redesign of the previously approved project.
- Provide a policy by which it is clear that, in the case that significant residual negative impacts on OUV cannot be avoided, the recommendation is that the proposed action should not be taken forward.
- Recognize the ever-increasing risk of cumulative impact and make a formal statement regarding what would be acceptable and what would not within the WH site. Such explicit policy statement should be aimed at ensuring the long-term viability of the WH property and should contain clear strategies with thresholds that aim at protecting and maintaining the site's OUV.
- A list of credible and independent HIA experts should be established and shared by the NPA with developers to use for all HIA.

6. Regarding the review of future development projects concerning the property:

- Admiralty Grounds Development project: Consider the recommendation to abandon it, or else relocate it elsewhere. Perhaps, a complete reconsideration of the master plan could be explored in order to try to eliminate all negative impacts seen in the current proposal. In this case, a new HIA and TR would be needed.
- Galleon Beach project: The HERA should address the two documented archaeological sites within the project. Also, conceive the overall design with a view towards already known good design practices and following current NPA regulations and standards. The Master Plan and HERA should be sent to the WHC and ICOMOS for TR prior to the NPA delivering any approvals or permits. Finally, consider that a full hydrological and coastal assessment would be required to ensure that appropriate mitigation

measures are designed for reducing the risks of negative inundation impacts and occurrences.

- NPA Warehouse, Workshop and Office complex: The Mission preliminarily observed that due to its location, consider mitigating its potential visual impacts through landscaping so as to reduce its overall physical presence. Also, regarding the two areas of heritage concern, consider establishing an all-around appropriate no-development buffer zone. Further, it was preliminarily observed that the site is already visually compromised (in its current use with a sewage treatment plant, a parking area, a container storage area), thus consider addressing this situation through proper landscaping. Be reminded that an HIA should be conducted and a formal TR should be conducted based on comprehensive documentation prior to the NPA delivering any approvals or permits.

7. Regarding the Management Plan:

- Set out the division of tasks between the staff of the Heritage Resources Department, particularly if there can be an increase in the staff, the exchange with other NPA Departments and the lines of reporting to, and agreement from, the Parks Commission to improve sharing of information and quality of work, supporting a common vision for the WH property.
- Incorporate the listing of the values and attributes (as per the statement of OUV) as well as a thorough mapping of said attributes. Further, work on adding a duly agreed upon a desired state of conservation target for the site for the year 2028, taking into account potential future projects that may be expected, among others on private properties.
- Add all necessary estimated budgetary assignments for all proposed tasks and actions, as well as the identification of funding sources.
- Incorporate the NPA Warehouse, Workshop and Office complex project.
- Finalize and formally adopt the Management Plan in order to be credible and for all parties concerned to work toward the same, agreed-upon objectives.

8. Regarding other considerations:

- Due to the on-going high development pressure, strengthen vigilance, proper HIAs and corrective measures to readdress proposals that can negatively impact the property's OUV.
- Install proper signage in order to physically delineate the boundaries of the WH property and add the WH Convention logo in all signs.
- Make a structural assessment and diagnosis on all military structures (on the surrounding hills) and, based on the results, work on and implement, as soon as

possible, an Emergency Actions plan in a way that it is integrated into the overall Management Plan.

- Strengthen interpretation of the site, for example with specialized training of tour guides and additional information panels throughout the site, and coordinate better on interpretation between relevant NPA Divisions such as Heritage Resources and Visitor Services.
- As tourism revenue needs and related pressure continues to increase and impact the WH site, strengthen tourism data collection and develop a forward-thinking Sustainable Tourism Management Plan, involving multiple NPA Departments, including Heritage Resources, Visitor Services and Marketing.
- In anticipation of the increasing threat of climate change and severe weather, develop a Disaster Risk Reduction and Management Plan for the WH site with experts and relevant Government Ministries, and secure regular funding for its implementation.
- Strengthen monitoring and related indicators, data collection, training, and scientific research for the WH property. Improve technical capacities and purchase equipment for data collection and analysis needs.
- In view of the many monitoring, conservation and restoration needs as well as training for staff at the Department of Heritage Resources, the State Party should consider requesting International Assistance under the World Heritage Convention.

4. ANNEXES

- Annex I: Terms of Reference
- Annex II: Mission Programme
- Annex III: List of participants at the Stakeholder Meeting
- Annex IV: The draft Management Plan 2022-2027 Version 1.3, 30 March 2023
- Annex V: Draft *Cultural Heritage Protection Bill (2024)*
- Annex VI: Photographs



ANNEXES

- Annex I: Terms of Reference
- Annex II: Mission Programme
- Annex III: List of participants at the Stakeholder Meeting
- Annex IV: The draft Management Plan 2022-2027 Version 1.3, 30 March 2023
- Annex V: Draft *Cultural Heritage Protection Bill (2024)*
- Annex VI: Photographs

ANNEX I:

Terms of Reference

Overview

In July 2022, the State Party of Antigua and Barbuda sent to the World Heritage Centre, pursuant to paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention (hereafter "the Operational Guidelines"), a dossier for a proposed project "Admiralty Ground Development Project", and requested a technical review. The technical review prepared by ICOMOS was transmitted to the State Party in November 2022 (letter REF: CLT/WHC/LAC/CMT/3148, see attached), and found that the project would pose a threat to the Outstanding Universal Value of the property and advised not to proceed with the further development of the project.

Per the request of the Permanent Delegation of Antigua and Barbuda to UNESCO, a meeting took place in person on 9 November 2023 attended by H.E. Daryll Matthew, Minister of Education, Sports and the Creative Industries, Ambassador Boris Latour, Lazare Eloundou Assomo, Director, World Heritage Centre, Anna Paolini, Director, UNESCO Jamaica, Mauro Rosi, Chief, World Heritage Centre Unit for Latin America and the Caribbean, to discuss the concerns of the State Party. It was agreed that the State Party would invite an Advisory Mission to the property.

The following represents the scope of the Advisory Mission as agreed by the State Party/Managing Authority, the World Heritage Centre and the Advisory Body, ICOMOS:

The mission will serve to: answer any questions on the REF: CLT/WHC/LAC/CMT/3148 technical reviews to clarify the process of conducting a Paragraph 172 review and assessment; assess the institutional and legal framework for the management and conservation of the property and the process and procedure for development projects within the property; clarify and explain to the managing authority and the State Party the monitoring mechanisms of the World Heritage Convention, and in particular those related to Paragraph 172 of the Operational Guidelines; conduct technical and awareness raising training for the managing authority and stakeholders; strengthen the capacities of the managing authority and other government agencies; and provide clarity on the obligations and constraints linked to the implementation of the World Heritage Convention, for both private and public stakeholders, so as to strengthen the conservation and the management of the property in the future.

Introduction

The property "Antigua Naval Dockyard and Related Archaeological Sites" was inscribed on the World Heritage List in 2016, under Criteria: (ii) (iv) (surface 255 ha, Buffer zone: 3,873 ha).

Description from the brief synthesis of the Statement of Outstanding Universal value:

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

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

At the time of inscription in 2016, the World Heritage Committee made a number of recommendations to the State Party (Decision 4000M 8B.32) as follows:

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

Since inscription, ICOMOS issued the following Technical Reviews of documentation submitted by the State Party as per Paragraph 172 of the Operational Guidelines: (1) Haven Luxury Resort; Wind-generating Farm; The Inn hotel (July 2019); (2) Proposal to build a 2-storey/2-villa residential project in the buffer zone, adjacent to the property's boundary (September 2020); (3)

Goode

Residence and Cottage (Galleon Beach) (November 2022) and (4) Admiralty Ground Development project (November 2022).

Particularly in response to the last Technical Review, the State Party invited a UNESCO-ICOMOS Advisory Mission to better understand the consultation process under Paragraph 172 of the Operational Guidelines, and to discuss the management processes and procedures and legal framework for the World Heritage property and development and conservation challenges therein.

Legal

The National Parks Authority (NPA) is the designated managing authority for the Antigua Naval Dockyard and Related Archeological Sites, UNESCO World Heritage Site (WHC 40 COM 8B.32) within the Nelson's Dockyard National Park. Under the National Parks Act (1984) and Amendment (2004), the NPA has legal jurisdiction "to preserve, protect, manage and develop the natural, physical and ecological resources and the architectural, cultural and historical heritage of Antigua and Barbuda". This requirement is further reinforced under the Physical Planning Act (2003) which requires the Town and Country Planner to consult with the NPA on all development within the boundaries of the Nelson's Dockyard National Park.

Location

The Antigua Naval Dockyard and Related Archeological Sites is located in Nelson's Dockyard National Park, in Antigua and Barbuda.

ANNEX II:

Mission Programme

Schedule for Advisory Mission: Week of 25 November 2024

Day 1: Sunday, 24 November: Arrivals

Time	Activity	Location
Arrival:	Arrival at VC Bird International Airport, pickup by the NPA and transfer to the Copper and Lumber Store Hotel. <ul style="list-style-type: none">• Daniel Young BW0451 Arrival 9:10AM• Rochelle Roca BA2157 Arrival 2:20PM	Airport
Check in	Copper and Lumber Store Hotel	Nelson's Dockyard

Day 2: Monday, 25 November:

Time	Activity	Locations
9:00-9:30	Courtesy Call- Prime Minister of Antigua and Barbuda, Hon. Gaston Brown	Prime Minister's Office
10:30-11:00	Courtesy Call- Minister of Foreign Affairs, Hon. E.P Chet Greene	Foreign Minister's Office
11:15-11:45	Courtesy Call- Minister of Education & Creative Industries, Hon. Daryll Matthew	Education Minister's Office
12:15-14:00	Lunch at Boom with: <ul style="list-style-type: none">• Hon. Minister E.P Chet Greene, Foreign Affairs with responsibilities for National Parks• Hon. Minister Daryll Mathew, Education with responsibilities for UNESCO• Senator Phillip Shoul, Chairman of National Parks Authority Board of Directors• Senator Alincia Grant, Director, National Parks Authority• Mrs. Ann Marie Martin, Parks Commissioner	Boom Restaurant
14:00-16:00	Formal Welcome of NPA Chair, Board, Commissioner and Team with the Advisory Mission Team and NPA Presentation on the State Party organization, processes, procedure of management, conservation and development projects relating to the World Heritage property, etc.	Nelson's Dockyard
16:00-17:00	Team Debrief: Internal time for the UNESCO and ICOMOS Mission Members	Events Centre

Day 3: Tuesday, 26 November:

Time	Activity	Locations
9:00-11:00	<p>Field Trip to see WHS including areas for potential development inside the WHS with Dr Christopher Waters and Ms. Desley Gardner from National Parks Authority Heritage Department.</p> <p>Visit to Site that have been submitted for External Review by UNESCO & ICOMOS:</p> <ul style="list-style-type: none"> • Galleon Beach Redevelopment • NPA Office and Warehouse • Nelsons Retreat <p>Recently Restored Building:</p> <ul style="list-style-type: none"> • Clarence House Tour with Heritage Department of NPA and UNESCO Secretary General Dr Reginald Murphy. 	Field- Nelson's Dockyard National Park & UNESCO WHS
11:00-12:30	<p>Working Session Advisory Mission and NPA focusing on development application process and procedure</p> <p>Powerpoint presentation by UNESCO on the 1972 Convention, monitoring mechanisms and procedure</p>	Events Centre
12:30-13:30	Lunch	Events Centre/Copper and Lumber
13:40-14:30 14:40-16:00	<p><u>Admiralty Ground- Discussion of ICOMOS External Review</u></p> <p>Present:</p> <p>NPA: Mrs Ann Marie Martin, Parks Commissioner Sen. Alincia Grant, Legal Representative for NPA Amb. Ruleta Camacho Thomas, Deputy P.C Dr Christopher Waters, NPA Heritage Manager Ms Desley Gardner, NPA Heritage Resources Supervisor</p> <p>Advisory Mission Members Ms. Rochelle Roca, UNESCO Mr. Daniel Young, ICOMOS</p> <p>Admiralty Grounds: Ms. Suzzana Addari, Owner of The Inn/Antigua Slipway Ltd. Mr. Fabio Giorgi, Manager of The Inn Mr. Roberto Falangola, Manager of Antigua Slipway Ltd. Mr. Joost Morsink, Archaeologist, Author of HIA Mr Kemar Roberts, Legal Representative for Antigua Slipway Ltd.</p>	Events Centre

	<p><u>Galleon Beach Development- Discussion about proposed development at Galleon Beach</u></p> <p>Present:</p> <p>NPA:</p> <p>Mrs. Ann Marie Martin, Parks Commissioner Amb. Ruleta Camacho Thomas, Deputy Parks Commissioner Dr Christopher Waters, Heritage Manager, NPA Ms. Desley Gardner, Heritage Resources Supervisor</p> <p>UNESCO:</p> <p>Rochelle Roca, UNESCO Daniel Young, ICOMOS</p> <p>Galleon Beach:</p> <p>Mr. Tim Duce, Co-Owner of Galleon Beach Development Ltd.</p>	
16:00-17:00	Team Debrief: Internal time for the UNESCO and ICOMOS Mission Members	Events Centre

Day 4: Wednesday 27 November:

Time	Activity	Locations
9:30 11:15	<ul style="list-style-type: none"> • Metting with Community (Cancelled) • Meeting with Government Stakeholders, focus on senior technicians • Meeting with National Parks Authority Management and Staff and Stakeholders <p>Present from the NPA Staff:</p> <ul style="list-style-type: none"> ○ Parks Commissioner – Mrs Ann Marie Martin ○ Restoration Manager & Yacht Services – Mr Marinus Smith ○ Heritage Manager- Dr Christopher Waters ○ Grounds Manager- Mr Michael Flermius ○ Maintenance Supervisor- Mr Ira Gonzalves Barriero ○ Visitor Services Manager- Mrs Alicia Daniel ○ Security Manager- Mr Travis Weste <p>Some auxillary staff from these departments were also present.</p>	Events Centre
12:30-13:30	Lunch	Events Centre/Copper and Lumber
13:30:16:00	Working Session Advisory Mission and NPA review of past activities and identification of gaps within the process and procedure including previous ICOMOS technical reviews	Events Centre/Copper and Lumber
16:00-17:00	Team Debrief: Internal time for the UNESCO and ICOMOS Mission Members	Events Centre

Day 5: Thursday 28 November:

Time	Activity	Locations
8:00am-9:00am	Technical Meeting to review Admiralty Grounds HIA with Archaeologist/ Senior Principal Investigator from SEARCH Inc., Joost Morsink, PhD.	
9:00-12:00	<p>Working Session Advisory Mission and NPA including discussion on stakeholder consultations, next steps, and improve communication frameworks between NPA and WHC.</p> <p>11:30am- Boat Ride in NPA vessel ‘Acropora’ in and around English Harbour</p> <ul style="list-style-type: none"> Allowed for a seaward view of Erosion at Fort Berkeley and Galleon Beach <p>Present:</p> <p>Heritage Department: Dr Christopher Waters Ms. Desley Gardner Ms Justine Henry</p> <p>Environment: Mr Haldain Spencer</p> <p>UNESCO: Ms Rochelle Roca Mr Daniel Young</p> <p>Captain: Mr Travis Weste (Head of Security)</p>	Events Centre
12:00-onwards	<p>Advisory Mission Debrief time</p> <p>Afternoon Meeting with Advisory Team, Rochelle Roca and Daniel Young with NPA Parks Commissioner Mrs Ann Marie Martin and Minister of Foreign Affairs the Hon. E.P Chet Greene.</p>	Events Centre
TBC	<p>Departure for Airport</p> <ul style="list-style-type: none"> Daniel Young, Depart 16:15 from Copper and Lumber for BW0419 departure at 19:15PM 	Transfer

Below is a list of stakeholder groups and organisations that were invited by the National Parks Authority not all groups were present due to scheduling conflicts:

Principal State Party Counterparts

- Minister of Foreign Affairs with responsibilities for the National Parks
- Minister of Education, Culture and Technology with responsibilities for UNESCO
- National Parks Authority Board of Directors
- National Parks Authority Parks Commissioner
- Secretary-General, Antigua and Barbuda National Commission to UNESCO

- Chief Town and Country Planner, Development Control Authority
- NPA Technical Staff
- Survey Department
- Environmental Authority

Stakeholder Meeting Participants:

- The National Parks Authority - Management & Staff (Present)
- Technical Staff from other Government Agencies
- Landowners in the WH property (Present)
- Business owners in the WH property (Present)
- Real Estate agents
- Architects Association
- Tourism Association
- Citizens Associations

ANNEX III:

List of participants at the Stakeholder Meeting

27 November 2024

UNESCO Stakeholder Consultation

NPA and Stakeholders

Name	Organization	Contact
Karl James	Sailor/Antigua Yacht Club	7285045 lasenkj@gmail.com
Justine Henry	NPA	Justineskeritt1996@gmail.com
Jolie Watkins	NPA	720-8593 ellyanne.watkins@gmail.com
Brenda Skepple	NPA	723-4614
Sherwin Mascall	NPA	sherwincameronm@gmail.com 773-4142
Milton Asten	Customs	Miltonasten46@gmail.com
Kadiesha Massicott	NPA	Kadiesha_massicotthotmail.com 774-0246
Heidi Skerritt	NPA	Heidi.skerritt@nationalparksantigua.com
F. Alicia Daniel	NPA	Alicia.daniel@nationalparksantigua.com
L. "Rusty" Pamphile	Dayworkers Association	ywaoab@gmail.com
Jahleel Peters	KHood Divers	783-1457
Tarique Browne	KHood Divers	714-5920
Damian Harvey	KHood Divers	783-4355
Kemoye Jonas	KHood Divers	719-8495
Naeem Dorsette	KHood Divers	779-9582
Kwamie Hood	KHood Divers	779-9582
Ira Gonsalves- Barriero	NPA	720-8589
Edward Piper	KHood Divers	728-3728

27 November 2024
UNESCO Stakeholder Consultation
Community Stakeholder Consultation

Name	Organization	Contact
Richard Watson	Real Estate Agent	richard@richardwatsonco.com
John Denby	Galleon Homeowner	aquadevs@hotmail.com
Michael Kirk	Galleon Homeowner	
Lyn English	Galleon Homeowner	Lyn@englishdevezopments.co.uk
Elizabeth Jordan	National Sailing Academy	elizabeth2nationalsailingacademy.org
Natale Bonometti	Galleon Homeowner	bono@somatec.co
Giunta Serena	Architect	Giuntaserena3@hotmail.it
Roggero	Architect	
Curissa Smith	Architect/President Architects Association	predident@institutionofarchitectsab.com curisa.smith@commonwealtharchitects.org curisa@andrewgoodenough.com
Martin Dudley	Advocate	Mariadudley23@gmail.com
Geoffrey Piddock	Developer	

Name	Organization	Contact
Haldain Spencer	NPA	Haldain10@gmail.com
Amilia Thomas	NPA	aamanithomas@gmail.com
Yendi Jackson	Port Authority	Yendi.jackson@ab.gov.arg
Oic James	Immigration Department	Shelby.james@ab.gov.ag
Melvin James	Development Control Authority	Melvin James2013@gmail.com
Joan Sampson	Development Control Authority	Na.urnanishsampson@gmail.com
Paul Deeth	Admirals Inn	Admirals Inn

ANNEX IV:

The draft Management Plan 2022-2027 Version 1.3, 30 March 2023

**World Heritage Site Management Plan
Antigua Naval Dockyard and Related Archaeological Sites
DRAFT**

Revision Schedule

VERSION 1.0: 5 October 2022, First Draft

VERSION 1.1: 26 October 2022, Commissioner's First Review

VERSION 1.2: 24 January 2023, Updated Draft for NPA

**Management VERSION 1.3 30 March 2023, Submitted for NPA Board
Consideration**

Table of Contents

Forward: Minister of Tourism?	
Forward: Chairman of NPA	
Forward: Parks Commissioner	
Chapter 1: Description of WHS and Buffer	
Chapter 2: Legal Instruments and Protections	
Chapter 3: Management and Structure	
Chapter 4: SWOT and major Challenges	
Chapter 5: Mission, Vision, and Heritage Objectives	
Chapter 6: Heritage Management Programmes and Actions	
Chapter 7: Development Policy Statement in the WHS	
Chapter 8: Implementation and Reporting	
Chapter 9: Bibliography (as needed)	
Appendix A: list of NPA research and stakeholder partners	
Appendix B: World Heritage Center/ICOMOS 2016 Review	
Appendix C: Linked Documents	

CHAPTER 1:

DESCRIPTION OF SITE- THE ANTIGUA NAVAL DOCKYARD & RELATED ARCHAEOLOGICAL SITES

Country

Antigua and Barbuda

Region

Eastern Caribbean, West Indies

Name of Property

The Antigua Naval Dockyard and Related Archaeological Sites

Geographic Coordinates

N17°00' 29.01" W61° 45' 51.62"

The Antigua Naval Dockyard and Related Archaeological Sites (ANDRAS) is an enclosed historical compound of the former British Naval Dockyard and its surrounding fortifications, military complexes and amenities. It is partially bounded by a perimeter wall on the west, Fort Berkeley to the south, Clarence House to the northeast and the old naval dockyard at St Helena. It continues uphill along “the Ridge” to include the related archaeological sites, fortifications, barracks, residential compounds, water cisterns and graveyards of the British Army who were stationed on the surrounding hills to protect the Naval Dockyard.

Boundaries, Size and Scope

The ANDRAS is 255 hectares and is the historical core of the Nelson’s Dockyard National Park. The National Park is a protected area managed by the National Parks Authority, of approximately 15.94 square miles on the south coast of Antigua, the boundaries of which comprises the Buffer Zone.

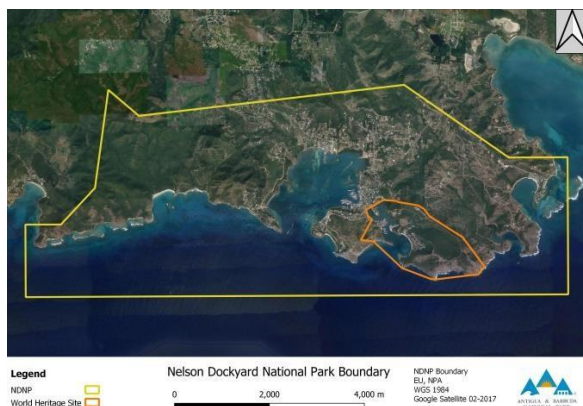


Figure 1 The boundaries of the ANDRAS are outlined in orange as the Nelson's Dockyard National Park forms the buffer zone highlighted in yellow.



Figure 2 This map shows the WHS boundaries, outlined in orange. Dotted lines highlight trails found within the WHS and its buffer zone.

History of the Antigua Naval Dockyard and Related Archaeological Sites

The Antigua Naval Dockyard and Related Archaeological Sites was established in 1725 as the Antigua Naval Dockyard or ‘the King’s Yard on Antigua,’ to service visiting Royal Navy warships. Already established as a hurricane shelter, the Royal Navy fully embraced English Harbour’s potential in the 1740s, by dramatically scaling up operations and infrastructure.

Between 1725 and 1899, English Harbour served as the main British naval dockyard for the Eastern Caribbean. The harbour’s narrow entrance, depth, and length fringed by mangrove wetlands, nestled between high hills provides protection from storm surge and high winds allowing vessels to ride out hurricanes unscathed.

The Royal Navy exploited the unique geological formations to carve out quays, warehouses, docks, housing, fortifications and lookout points. The infrastructure relied on modifying Georgian designs to adapt to the tropical climate and the risk from catastrophic storms. This resulted in a unique collection demonstrating the development of Georgian styled architecture within a Caribbean vernacular.

Thousands of enslaved and free African labourers, skilled artisans and soldiers who worked for the Royal Navy and British Army in the Caribbean. African traditions and maritime trades flourished within communities around English Harbour. The skills and traditions were retained long after the British military left in 1890. With the development of the yachting industry in English Harbour in the 1950s, the reservoir of maritime skills and traditions adapted to the new industry.

The first interest in reviving the Old Dockyard at English Harbour was in the 1930s under Governor Reginald St. Johnson. The Governor looked for British donors interested in refurbishing the site but was not very successful. In the 1950s by the Friends of English Harbour, a group of yacht sailors who came into English Harbour and settled in the old buildings reignited and completed much of the restoration work. Using their own sailing vessels in which they had arrived in, they developed the charter yacht industry alongside the historic structures. Gathering funds and doing much of the work themselves, the buildings were restored and turning them into residences, accommodation, chandleries, and other useful stores to accommodate the rapidly growing yachting sector.

The Friends of English Harbour formally reopened Nelson’s Dockyard on the 14th of November 1961 as a yachting and tourism site. Tourists experienced the history, culture and traditional values of the Dockyard, while the charter yachting industry developed the space as the sailing hub of the Eastern Caribbean.

In 1984, the newly independent Antigua and Barbuda passed the National Parks Act, creating the Nelson’s Dockyard National Park. The Friends of English Harbour was dissolved, and management transitioned to the National Parks Authority, a statutory, not for profit, and self-financing organization. The National Parks Authority has grown the tourism and yachting site into a world class destination while preserving the history and heritage of the space. Since the 1950s, the communities and the economy of English Harbour has transitioned to yachting and heritage

tourism, reflecting the African and British influences of the 18th century. This continuous management was recognized by UNESCO in 2016, inscribing the Antigua Naval Dockyard and Related Archaeological Sites on the World Heritage List as a unique site of cultural and historical significance for humanity.

Criteria Inscribed and Outstanding Universal Value

The UNESCO World Heritage Convention inscribes each World Heritage Site using 10 defined criteria. The Antigua Naval Dockyard and Related Archaeological Sites is inscribed under Criterion II and IV.

Criteria II

The Antigua Naval Dockyard and its Related Archaeological sites exhibits an important interchange of human values, over a span of time within a cultural area of the world on developments in architecture and technology and landscape design. The enslaved Africans toiling in the service of the British Navy and Army built and worked the facilities that were critical to the development of the British Empire, trade and industrialisation. The Georgian Period buildings and archaeological landscape stand in testimony to their efforts and continues to influence the architectural, social and economic development of their descendants.

Criteria IV

The Antigua Naval Dockyard and its Related Archaeological sites are an outstanding example of a type of building, architectural or technological ensemble or landscape, which illustrates a significant stage in human history, the impressive assemblage of Georgian Period British naval structures, enclosed within a walled historic compound and the associated military complexes that surrounded it, were developed at a time when European powers were rapidly expanding their spheres of influence and thus constantly at war. The natural attributes of the deep waters of English Harbour, surrounded by steep protective hills and a narrow entrance facilitated the development of a naval dockyard, which could be utilised year round, including the hurricane season. Collectively, the Antigua Naval Dockyard and its Archaeological Sites today represent an outstanding example of a Georgian Naval Facility within a Caribbean context.

INSERT: Key Dates

- 1725 First Dockyard Established
- 1740s Dockyard Expansion
- 1789 Development of The Ridge
- 1795 Establishment of the West India Regiments
- 1856 Abandonment of The Ridge
- 1890 Abandonment of the Dockyard by the Royal Navy
- 1906 Completed transfer of Military Land to Public (Crown) Land
- 1950 First charter yachts established
- 1961 Official Reopening of Dockyard as a Tourism and Yachting Heritage Site by the Friends of English Harbou
- 1984 Establishment of Nelson's Dockyard National Park and the National Park Authority
- 2004 Inclusion of Clarence House under the NDNP
- 2016 Inscription on the UNESCO World Heritage List

IMAGES

- Drone Shot of English Harbour (see dossier for example)
- Maps of boundaries

Chapter 2: Legal Instruments and Protections

The National Parks Authority (NPA) is the designated managing authority of the ANDRAS UNESCO World Heritage Site. The NPA was established as a not for profit and self-financing statutory body under the National Parks Act Cap. 290 (1984). The National Parks Act issued the mandate for the NPA to “make provision for the preservation, protection, management and development of the natural physical and ecological resources and the historical and cultural heritage of Antigua and Barbuda,” and in particular the areas designated a National Park.¹ The Act gives the NPA broad authority to manage the public and private landscape, including steps in the development control process, the ability to raise and use funds, and the authority to enact regulations. This Act provides the underlying jurisdiction to successfully enact regulation and policy to protect the OUV of the ANDRAS.

In addition to the direct management jurisdiction afforded to the NPA, there are several pieces of national legislation which contain substantial protections which enhance the OUV. The Physical Planning Act (2003) (PPA) constituting the Development Control Authority as the central jurisdictional authority over development within Antigua and Barbuda. The PPA acknowledges the NPA’s role in the development control process and requires consultation with the NPA for all areas under the NPA’s jurisdiction including the WHS and Buffer. The second substantial piece of legislation is the Environmental Protection and Management Act (2019) which sets thresholds and protections for marine and terrestrial environments including setting standards in the development control process.

In its evaluation of the Nomination for UNESCO World Heritage Inscription, ICOMOS noted that the National Parks Act “has been satisfactorily protecting the entire Park...through the implementation of all the legal protection measures by its management body, the National Parks Authority.”² It further stated that with the passage of the Environmental Protection and Management Bill (2015) it considers “the legal protection will be fully adequate.”³ This section reviews the current legal instruments, policy documents, and guidelines impacting the ANDRAS, and identifies the gaps in which need to be addressed.

Since the successful inscription of the ANDRAS in 2016, the NPA has developed additional guidelines and policies aimed at filling some of the identified gaps in the inscription analysis. These include the Development Guidelines for the World Heritage Site and concomitant processes and procedures to best reflect and protect the OUV of the WHS.

¹ National Parks Act Cap. 290 (1984) Part II(4).

² ICOMOS Review 1499. P. 244.

³ Ibid.

The table below has an overview of the legal instruments and protections for the WHS and its Buffer Zone.

Legal Instrument	Year Enacted	Agency/ Jurisdiction	Coverage
National Parks Act	1984	NPA/NDNP	<ul style="list-style-type: none"> Establishes the NPA and NDNP in law Mandate: “make provision for the preservation, protection, management and development of the natural physical and ecological resources and the historical and cultural heritage of Antigua and Barbuda” Establishes the management structure of the NPA Establishes the NPA as a self-financing, not for profit, statutory organization Allows for regulations to be established under the Act Includes a jurisdictional component in the development control process for inside the NDNP boundaries
National Parks Act Amendment	2004	NPA/NDNP	<ul style="list-style-type: none"> Adds architecture to the mandate to preserve, protect, manage and develop. Cedes Clarence House to the NPA
Physical Planning Act	2003	Development Control Authority/ National	<ul style="list-style-type: none"> Legislation for the regulation of all development within Antigua and Barbuda. Includes requirement for consultations with the NPA on development matters within the NDNP or any other historical site in Antigua and Barbuda
Environmental Protection and Management Act	2019	Department of Environment /National	<ul style="list-style-type: none"> National legislation for the protection and management of the environment and ecosystems Establishes legislation for establishing protected areas under IUCN categories Includes requirements for consultations with the NPA in overlapping jurisdictions
Regulations			
National Parks Parking Regulations	1990	NPA/NDNP	<ul style="list-style-type: none"> Establishes a system of parking permits and restrictions for inside the Dockyard precinct Establishes the exact legal boundaries of the NDNP
National Parks General Regulations	2012	NPA/NDNP	<ul style="list-style-type: none"> Establishes activities which are prohibited and which require permits from the NPA and include penalties for infringements

National Parks Trading Regulations	2014	NPA/NDNP	<ul style="list-style-type: none"> Creates rules and a permitting process for businesses to operate within the NDNP.
NPA Policies and Guidelines			
National Parks Plan	1986	NPA/NDNP	<ul style="list-style-type: none"> The NDNP Parks Plan is the operational document required by legislation to guide the NPA in the management of the NDNP.
National Parks Development Plan	1986	NPA/NDNP	<ul style="list-style-type: none"> A comprehensive view of how the NDNP will be developed as a National Park including supporting economic activities
National Parks Land Zoning Plan	1986	NPA/NDNP	<ul style="list-style-type: none"> A land zoning plan for development of the NDNP
Building Guidelines in Nelson's Dockyard National Park	2010	NPA/NDNP	<ul style="list-style-type: none"> Guidelines above the National Standard by the National Building Code setting aesthetic and density requirements for development in the NDNP
ANDRAS World Heritage Site Dossier and Inscription	2016	NPA/ANDRAS	<ul style="list-style-type: none"> Defines the site, inscription, authenticity, integrity and the OUV of the ANDRAS Provides a baseline for heritage conservation and management of the WHS Establishes policies regarding development, management, and the future of the WHS
Building Guidelines and Procedures for Development in the World Heritage Site	2019	NPA/ANDRAS	<ul style="list-style-type: none"> Guidelines above the National Standards in the National Building Code and the NDNP Building Guidelines for aesthetics, density, heritage impacts, environment impacts, and other considerations designed to protect the OUV Applied only to privately held lands in the WHS Sets the policy that no Crown Lands within the WHS will be subdivided for the purposes of conversion into freehold.
Draft Plans and Policies			
WHS Management Plan	2017	NPA/WHS	<ul style="list-style-type: none"> First WHS management plan designed to set out a public document on where the ANDRAS was going to go while protecting the OUV Draft tentatively agreed to by the NPA management in 2019 but not ratified by the NPA Board
National Parks Garbage Regulations		NPA/NDNP	<ul style="list-style-type: none"> Upgrades to the garbage collection within the NDNP. This has subsequently been superseded by national legislation.

Nelson's Dockyard National Park Management Plan	2012	NPA/NDNP	<ul style="list-style-type: none"> • A draft management plan developed to update the 1986 version of the management plan. While the plan was not formally adopted, the NPA is using it as a guiding document.
Draft Village Master Plan	2007	NPA/NDNP	<ul style="list-style-type: none"> • A draft plan for the better development and use of English Harbour village to create better infrastructure to support greater economic activities within the NDNP
Draft Regulations Indian Creek		NPA/NDNP	<ul style="list-style-type: none"> • Draft regulations to protect the Indian Creek Archaeological Site.
WHS Conservation Plan	2016	NPA/WHS	<ul style="list-style-type: none"> • Created in 2016 and establishes a baseline for conservation practice in the ANDRAS • Not ratified by the NPA Board

Financial and Legal Structure

The ANDRAS UNESCO World Heritage Site is managed by the National Parks Authority of Antigua and Barbuda (NPA). The NPA is a Statutory Corporation constituted under the 1984 National Parks Act and the designated legal authority for managing the Nelson's Dockyard National Park (NDNP). Under the Act, the NPA is a not for profit and self-financing organization overseen by a Board of Directors. . The Chief Town and Country Planner and the Permanent Secretary of Ministry Responsible for the National Parks Authority are appointed by statute to the Board of Directors. Day to day operations are overseen by the Parks Commissioner appointed by the Board of Directors. The Parks Commissioner is responsible for implementing all Board Policies and the overall management of the National Parks (National Parks Act Part II Paragraph 7). Under the Act, the Parks Commissioner is required to be at all Board of Director meetings unless explicitly instructed otherwise by the Chair.

The ANDRAS is wholly contained within the NDNP. The NDNP's boundaries, confirmed under the Paragraph 1 of the Second Schedule of the National Parks Act (11 June 1990) also constitute the boundaries of the WHS Buffer Zone. The mission of the NDNP as per the National Parks Act (1984), is to, "make provision for the preservation, protection, management and development of the natural physical and ecological resources and the historical and cultural heritage of Antigua and Barbuda," and in particular the areas designated as Parks.

A unique feature of the NPA is its self-financing mandate, with the Act providing revenue generating authority to charge fees and rents as appropriate for entry to, and use of, Crown Lands within the Park. These revenue generating operations run in parallel to and are used to fund the long-term heritage preservation, protection, and management of the NDNP. This includes operating the Nelson's Dockyard Marina, The Copper and Lumber Store Historic Inn and Events, and tour operations in addition to collecting leases and fees from operations under the NPA Act and Regulations.

Management Structure

Operations at the ANDRAS are overseen by the Parks Commissioner. The Parks Commissioner reports to the Board of Directors. The Board of Directors report to the Minister responsible, which is currently the Minister of Tourism and Investment.

Operations within the NPA are hierarchical and spread across 11 departments. Each department is overseen by a manager who reports directly to the Parks Commissioner. Several departments have additional units overseen by Supervisors. These supervisors report directly to their designated manager. See organization chart in **Figure X**.

While the organization is based on a hierarchical structure, the management and supervisors are encouraged to and given latitude to collaborate and mutually support the organizations operations to produce the best tourism products while maintaining the OUV. There is a managerial recognition that each department needs to work with all of the other departments for the functioning of the Park.

Heritage Management

Responsibility for heritage management is concentrated on two departments with mutually supportive structures and supported directly by several others. The primary managing departments are Heritage and Restoration. Additionally, Visitor Services, Ground, Maintenance, Natural Resources, and Marketing are major contributors to the heritage management of the ANDRAS.

The Heritage Department is responsible for developing and following heritage management plans; risk assessments; maintaining, training, and expanding heritage interpretation; reviewing and monitoring developments; monitoring and researching the archaeological, museum, and historical sites and collections; and recording stabilization interventions. Within the ANDRAS WHS, the evaluations are specifically done to ensure the protection and maintenance of the OUV.

The Restoration Department is responsible for planning, executing, and monitoring all stabilization interventions to historic structure and ruins, including quantity surveying, acquiring the appropriate materials, and conducting risk assessments and deterioration monitoring.

Other departments which have responsibilities with direct impacts on heritage management include the Grounds, Department, Maintenance/Works Department and Visitor Services Department. Grounds and Maintenance/Works have responsibilities over the maintenance and upgrades of utilities including electricity, plumbing, internet, and all the concomitant activities which have impacts in particular on the historical buildings, as well as for the care and maintenance of the gardens. Where their activities directly impact historical buildings or are going to impact previously undisturbed areas, they coordinate with the Heritage Department to record and evaluate the proposed changes.

The Visitor Services Department of the NPA and is tasked with interpretation and visitor management within the WHS. This includes training and developing new tourism products.

Reports and technical reviews are submitted by the heads of departments to the Office of the Parks Committee and then on to the further submission to the subcommittees Board of Directors. Activities are reported directly from the Office of the Parks Commissioner to the Board of Directors.

Allocation of Financial Resources for Heritage Management

The NPA has established itself as a successful self-financing agency and has, for several years, been able to fund limited capital expenditures from annual revenues. The financial strength of the NPA is sufficiently robust to enable strong management for maintaining its assets. This includes funding heritage stabilization, and conservation of the inscribed Georgian buildings.

Financial resources for heritage management are allocated during an annual budget cycle running from 1 October to the following 30 September. Departments submit budget proposals in June to the Office of the Parks Commissioner. A final budget is submitted to the finance subcommittee of the Board for review and finally to the Board of Directors for adoption prior to the start of each fiscal year.

Budgeting for heritage management is broken into two sections. The first is policy, management, and interpretation development through the Heritage Department. This includes funds for

enhancing heritage management capacity, developing tools and procedures, recording and monitoring, expanding public interpretation and training, and increasing NPA capacity through human and technical development upgrades.

The second is stabilization and large-scale capital projects leveraged through the Restoration Department. These include annual maintenance on historic structures (like replacing shingles, rotting or damaged wood and stone, etc.), and larger projects like replacing damaged structural elements, replacing roofs, and reversing deterioration. These projects are selected and funded based on engineering and heritage assessments of risk, enhancing the heritage tourism product and ensuring longevity and sustainability of the OUV. A cornerstone of these activities is reversing modern interventions carried out during the initial reconstruction before the NPA was constituted.

Due to the magnitude of our stabilization projects carried out in an authentic way to preserve the integrity of the structures the NPA adopts a phased approach achieved through our operating budgets. . All stabilization activities utilize historical and traditional techniques and methods, a policy which the NPA has had in place for several decades. With the UNESCO WHS inscription in 2016, reporting processes and procedures have increased.

Chapter 4: SWOT Threats and Challenges

The ANDRAS, like all UNESCO WHS, faces threats and challenges for its ongoing management of the OUV. This chapter reviews the first five years of the WHS inscription and identifies threats and challenges for the future.

Initial Review and World Heritage Centre Recommendations

In the final assessment of the nomination dossier and supplemental information, the World Heritage Centre had several recommendations (APPENDIX of full table).

Key recommendations from the nomination review which were completed includes the Status of Conservation and the Conservation Plan (2016), a Carrying Capacity Study (2019), a cultural impact study of Freeman’s Bay (2016), developed and adopted strengthened Building Guidelines within the WHS (2019), and capacity building in the Heritage Department (new hires in 2018, 2019, and shifted personnel in 2022).

There were several recommendations which have not been fully completed. Foremost was the completion and ratification of a WHS management plan. A draft plan was created by a consultant and submitted for review by the NPA in 2019. The onset of the COVID-19 pandemic stopped the editing process on this draft document. Upon returning to the document at the end of 2020 and still in an uncertain recovery, it was determined that the document needed to be updated to reflect the economic impacts of the pandemic. Drawing on the draft document and other reviews, a new management plan done internally was proposed for 2022-2027. This management plan is the result of that decision.

Spatial planning and updates to the wider regulatory framework of the NPA under the National Parks Act are ongoing. Completion of these projects are to be addressed in this Management Plan.

SWOT

Strengths <ul style="list-style-type: none">Established under the National Parks Act (legislation and regulation), and guidelines and policies throughout the jurisdictionLong established organization with internal heritage management capacitySustained stabilization and conservation of historic buildings(somewhat) understood heritage knowledge of the space (acknowledgement that it is special)Good interpretation with trending stronger with research programEducated and well established/experienced staff	Weaknesses <ul style="list-style-type: none">Under documentation of management procedures and protocolsUnder documentation of general processes and protocolsLimited staff and uneven succession planningNatural disaster vulnerability planningMarketing spaces to hotel/long stay visitorsCapturing all the uses of the parkUneven interpretation across the siteLimited technical capacity and equipment for data management, data collection and data analysis
---	--

<ul style="list-style-type: none"> • Unique international brand/recognition • Access to specialist skills for heritage/ecosystem/business management • Successful self-financing organization • Unique and intact archaeological deposits and historical buildings (OUV) • Strong research collection and research links/program/connections international • Actively acting in the continuous cultural landscape • Diverse income sources consistent with the OUV/continuous cultural landscape 	<ul style="list-style-type: none"> • Legacy development and infrastructure issues like wastewater management
<p>Opportunities</p> <ul style="list-style-type: none"> • Developing more niche products to reflect the OUV • Grant funding for climate change projects • Integrate clean energy into stabilization and reduce cost/carbon footprint • Five Islands UWI collaboration and other international tertiary research institutions • Private Donor network development • International image through UNESCO, yachting, tourism to attract new markets and develop new products for those markets 	<p>Threats</p> <ul style="list-style-type: none"> • Unmanaged or undermanaged Development within the Park • Natural disasters including hurricanes, earthquakes, deluge rains • tourism/yachting seasonality and impacts from these industries • Climate change • Global economics and economic recession

Management Challenges

Development Pressures

The area within the ANDRAS and its buffer has seen considerable development over the past thirty years. The majority of the development is geared towards the tourism and vacation home sectors. This development has driven up real estate prices and reduced the amount of Crown (public) land available for settlement in the area. The NPA can ensure long term sustainable development through maintaining and expanding clear guidelines for development under the National Parks Act and Regulations, protecting the OUV while encouraging continued investment. The NPA is in the process of defining maximum development thresholds within the boundaries of the WHS for long held privately owned lands.

Climate Change

Climate changes current and projected impacts poses a serious threat to the lives and livelihoods in Antigua and Barbuda in general, and the ANDRAS and its buffer specifically. Of critical concern are sea level rise and the increase in the number and strength of tropical cyclone activities. Together, these pose the greatest risks to the historic dockyard, the archaeological sites, ruins, and historic structures, which are currently at or near sea level. The natural elements which made this site unique and valuable are likewise threatened and need to be considered in the holistic management of the property and buffer. As the ANDRAS is a key driver in the tourism economy of Antigua and Barbuda, loss or damage of the heritage sites from climate change poses serious sociocultural and economic impacts to the communities in the property and the nation.

Financial Sustainability

The National Parks Act requires that the NPA be a self-financing entity to fulfil its mandate to preserve, protect, manage and develop the historical, architectural, and cultural heritage within its jurisdiction, including the ANDRAS. This includes raising the requisite funds for the maintenance and stabilization of the historic structures within the inscription to the standards set in the OUV. To finance operations, the NPA is constantly exploring new revenue streams while maintaining and expanding the businesses already under the management of the organization. The NPA has established itself as a successful self-financing agency and has, for several years, been able to fund limited capital expenditures from annual revenues and successfully has used the revenues to maintain and stabilize the heritage under its mandate. However, for the long-term financial sustainability, the NPA must continue to develop new products and effectively and efficiently use the heritage resources it has while maintaining and supporting the OUV.

Medium- and Long-Term Conservation Planning, Documentation, and Reporting

The NPA has demonstrated superior stewardship of the inscribed structures under its care by retaining them in a condition to protect their authenticity and integrity. With the continuity of the structures secured, there is a weakness in recording, monitoring, and documenting interventions to heritage management standards. Addressing these issues will increase protection and assist in medium- and long-term planning for interventions and product development.

Human and Technical Capacity

As the managing authority, the NPA has developed significant human capacity in technical areas like stabilization, carpentry, masonry, events and hotel management, and marina operations. This has enabled the NPA to demonstrate that the historic structures under its care still retain their authenticity and integrity and are financially viable. Since inscription, the NPA has invested considerable resources expanding Departments such as Heritage and Security and the Environment Unit, for increased monitoring and reporting capacity with strong results. Additional capacity, however, is needed in specialist areas like building and artifact conservation, spatial planning, marketing, and monitoring, to meet emerging challenges and maintain financial sustainability.

Socioeconomic and equity issues

The long-term management of the NDNP by the NPA has increased the overall economic value of the space. The WHS Inscription has added to this value, providing real estate, tourism, and yachting organizations with stronger marketing tools to attract new investment and visitors. This has also led

to increased pressures on the limited resources within the WHS and its Buffer, especially in access to land, recreational and business opportunities. This phenomenon needs to be better understood and planned for to ensure that all the communities within the WHS and Buffer are best served. This includes greater stakeholder engagement with our communities and national government partners with the goal to add economic and social value within the communities inside the WHS and its Buffer.

Chapter 5: Vision and Strategic Objectives 2023-2028 Preamble

The ANDRAS is a unique and outstanding example of a continuous cultural landscape with developments in architecture combining traditions from Africa, Europe and the rest of the world in a Caribbean maritime setting. From frigates to yachts, from a military base to the economic center of yachting and tourism in Antigua and Barbuda, the ANDRAS retains its historic authenticity and integrity.

Mission

Through strategic business models, utilizing the natural and geological features of the Park, development of strong interpretation programming, and managing diverse revenue generating products, the NPA is a successful self-financing organization able to fulfill its legal mandates for protection, management, and development of the historical, architectural, and cultural heritage under its jurisdiction. As the managing authority of the ANDRAS WHS, the NPA is fully committed to remaining financially sustainable and managing its heritage and environmental resources to protect the authenticity and integrity of the OUV.

Vision

Through increases in research, sustainable development planning, improved legislation, regulation and policy, interpretation programming, collaborations with national and international partners, the ANDRAS will be a global model in economically sustainable World Heritage Site management for Small Island Developing States (SIDS).

Management Objectives

1. Develop a long-term plan for the sustainable maintenance and use of the historic buildings within the WHS while protecting and enhancing the OUV
 - 1.1. Assess State of Conservation for collection of inscribed buildings for the long-term interpretation and financial sustainability of the property
 - 1.2. Expand on building records with architectural plans, use documents, consolidation of services and sustainable resource consumption
2. Continue to develop risk mitigation, adaptation, and sustainability for the longevity of the OUV in the face of climate change in the Caribbean and as a Small Island Developing State.
3. Develop a plan for the archaeological sites to include re-recording and updated mapping, enhanced monitoring, conservation and development within the WHS and Buffer while protecting and enhancing the OUV
 - 3.1. Identify and initiate land exchanges for significant heritage sites within the WHS and its Buffer under Paragraph 23 of the National Parks Act.
4. Increase interpretation through expansion of signage, multimedia and digital materials, guided and unguided events/tours, and enhanced and sustainable recreation opportunities within the heritage and natural resources of the WHS while protecting and maintaining the OUV.

5. Increase protections of WHS's OUV, heritage, archaeology and cultural sites through legal, regulatory and policy actions.
 - 5.1. Enhance development control guidelines, monitoring and recording within the ANDRAS WHS and Buffer to ensure the protection of the OUV within a growing economy.
6. Expand volunteer, internship, and professional opportunities for primary, secondary, tertiary and professional researchers in heritage, heritage management, culture, archaeology, history, and related subjects with the NPA as an equal partner and in support of the NPA's heritage research goals.
 - 6.1. Develop a system of contracts and Memorandum of Agreements/Understandings for all research and partner relationships which clearly define the roles of each partner and stipulate the conditions for conducting research within the WHS and Buffer/NDNP.
7. Develop the technical and human capacity for heritage management through hiring, training, and expanding technological solutions
8. Curate sustainable donor relationships aiding the development of heritage management including stabilization interventions, land buybacks, expanding interpretation, and educational outreach and research

Chapter 6 Heritage Management Objectives

This chapter places specific and measurable programmes to be integrated into the NPA work plan in general, and the Heritage Department work plan specifically, to support the Mission and Vision of the ANDRAS WHS and fulfill the Strategic Management Objectives as outlined in Chapter 5 and address the challenges identified in Chapter 4.

This action plan is used to enhance the OUV and protect the WHS from threats and risks through placing the ANDRAS on a sound regulatory and policy footing, and financial sustainable path so that the site can be maintained and continue to exist as a key contributor to the economy of Antigua and Barbuda.

The major external threats to the OUV are the immediate and anticipated impacts of climate change and incompatible development. In particular, sea level rise and increased dynamic wave and wind activity during tropical cyclones pose major threats to the historic fabric of the property. Additional threats due to incompatible development, sociocultural pressures from unequal access to resources, and the fragility of the tourism industry are all concerns to long term sustainability. This management plan is aimed to address these threats through completing medium- and long-term mitigation and adaptation plans, strengthening regulations, policies and procedures for protection and monitoring of the property, and expanding our interpretation programming while fulfilling our legal mandate to be a self-financing operation. The interpretation is particularly important in developing closer relationships with our communities inside the property and buffer and the wider nation of Antigua and Barbuda.

The NPA is a self-financing organization reliant on the tourism industry for its revenue. Tourism is tightly linked to the global economic climate: during economic slowdowns and recessions fewer tourists arrive and less revenue is generated. While a key part of the long-term sustainability of the NPA is diversifying, the success of this plan is subject to the availability of resources. Therefore, this plan is subject to annual review through the budgeting process and in a formal midterm review. More details are in Chapter 7.

Action Plan 2023-2028

Category

- **Heritage Management:** The Heritage Management category encompasses actions designed to enhance the OUV through recording, planning, monitoring, and developing the heritage products within the WHS. This includes tackling threats from climate change, time, and use as well as completing specific stabilization interventions.
- **Interpretation and Education:** This category focuses on the development of new interpretation programs to help build out our school and tourism products. Key focus areas are enhanced WHS and OUV education and upgrades to the Dockyard Museum.
- **Research and Conservation:** This category focuses on continuing to conduct and

expand our research opportunities through selective partnerships with regional and global institutions.

The goal is to expand our knowledge base for our interpretation products as well as solidify the ANDRAS as a global model for heritage management and research.

- **Heritage Capacity Building:** This category focuses on internal developments within the NPA and especially the Heritage and Restoration Departments to expand capacity and staffing to complete the WHS management plan and engage in better heritage management.
- **Jurisdictional:** this category focuses on the regulatory and spatial use planning of the WHS and Buffer zone including in expanding development guidelines, monitoring development processes, and community engagement on these matters.
- **Implementation:** this section is to create actions to ensure that this management plan is being implemented and the actions monitored, and planning for the next iteration of the WHS management plan are explicit actions to be undertaken.

Subcategory

Actions: programs and activities in support of the Mission and Vision to enhance the OUV through management, interpretation, capacity building, and collaboration.

Description: A written description of each action.

Management Objectives: As defined in Chapter 5.

Timeline and Expected Outcomes: Timeline is the expected amount of time for each action along with an expected start time (short term, 0-1 years, medium term: 1-3 years, and long term, 3 plus years). Additionally, anticipated expected outcomes for each action to the benefits of the NPA and WHS are included to help guide the action to completion.

Key Performance Indicators (KPI): These are specific steps throughout an action which can be measured in terms of their successes to guide the process forward. As each action is launched, the timelines, KPI, outcomes, etc. will be refined further at the action/project level.

Category	Actions	Description	Mgt. Obj.	Timeline and Expected Outcomes	KPI
Heritage Management	Baseline Building Data Collection for structures and ruins	Collect architectural and intervention histories for all inscribed buildings and ruins within the WHS. This baseline is for developing conservation planning and adaptive reuse of historic structures with focus on sustainability and retention of authenticity.	1, 2, 3, 5, 6, 7	<p><i>Medium Term: 3 years starting in June 2023</i></p> <p>Baseline reports on all inscribed structures and ruins</p> <p>Collaboration with local and external bodies, (example Tulane University, Antigua and Barbuda Institute of Architects)</p>	<p>Signing of MOU with Tulane University to complete the work</p> <p>Completion of baseline reports for all structures and ruins</p> <p>Successful education program in historical building preservation for tradespersons, architects, builders, aspiring heritage and cultural resource managers and professionals.</p>
	Conservation and Stabilization Reports and Plans	Reports on each inscribed WHS structure with a plan of conservation actions and interventions	1, 2, 3, 5, 6	<p><i>Medium Term: 3 years starting in June 2023</i></p> <p>Conservation and long-term intervention management plans for each inscribed structure and ruin to cover a period from 2025-2035 and integrated into long term work and budgeting plans.</p>	<p>Signing of MOU with Tulane University to complete the work</p> <p>Completion of reports</p> <p>Creation of 2025-2035 holistic</p>

					conservation priorities and budgeting plan based on the completed reports
	State of Conservation Report WHS and annual review	Complete an updated state of Conservation report with annual review built into the process	1,2, 3, 5, 6, 7	<p><i>Long Term: start 2025 post Baseline Conservation data collection</i></p> <p>Updated State of Conservation Report</p>	<p>Updated State of Conservation Report</p> <p>Update conservation and stabilization priorities.</p>
	Upgrade Reporting and Annual Planning Processes across NPA Departments	Ongoing activities to develop reporting and documentation practices through the NPA departments including developing and upgrading reporting forms, delegating persons responsible for reporting and data collection, and semiannual review of the reporting strategy	1, 2, 3, 4, 5, 6, 7	<p><i>Long Term: Ongoing</i></p> <p>Increased and standardized reporting processes.</p> <p>Increased training and staff knowledge and understanding of the OUV and its maintenance</p> <p>Using reporting forms and collaboration, document interventions, additions, and other impacts to the heritage site in a more standardized manner for state of conservation assessments, mapping, and planning</p>	<p>Increase in multiauthored reporting across NPA Departments</p>

	Dockyard Precinct spatial development plan	Develop a medium to long term spatial use plan for the Dockyard Precinct which maximizes use of spaces for interpretation, heritage tourism, yachting, and events which enhance the OUV and sustainably contribute to the financial well being of the NPA. This will allow identification of wasted or underutilized spaces and find new uses more consistent with the OUV	1, 2, 3, 4, 5, 6, 7, 8	<p><i>Long term: start 2023 with data collection, and 2027 with draft plan.</i></p> <p>Updated spatial floor plans for all spaces in the Dockyard Precinct</p> <p>Long term action plan for the sustainability of the NPA and WHS in the Dockyard Precinct</p> <p>Better utilization of the space within the precinct consistent with the OUV</p>	<p>Data collection on all the interior spaces, uses, and potential uses for spaces.</p> <p>Ground plans for all building spaces</p> <p>A long term policy for upgrading operations within the historic Dockyard precinct.</p>
	SITES Database upgrade	The SITES database is a basic archaeological and heritage site database of known sites within the NDNP (and Antigua and Barbuda). The database only has a single map point for site location and limited associated data collected over 20 years ago. There are also several significant redundant sites in the current system. This database needs to be upgraded into a geodatabase with better spatial data collection for site extents as well as built in monitoring and ranking systems for enhanced heritage management	1, 2, 3, 4, 5, 6, 7, 8	<p><i>Short term: 3 months to develop and test. Tentatively for end of 2023</i></p> <p>Define specific areas for enhanced protection for archaeologically sensitive areas</p> <p>Expand education and research opportunities</p>	<p>Geodatabase with recording protocols tested on ten (10) sites.</p>

	The Ridge Stabilization and Spatial Use Project	As sites are better defined, a long-term spatial plan on how to better interpret and adaptively reuse the ruins and other structures at The Ridge/Shirley Heights is needed. This plan will include mapping, monitoring, and site development consistent with enhancing the OUV for the better interpretation of the space. This can include research labs, event spaces, signage and tours, etc.	1, 2, 3, 4, 5, 6, 7, 8	<i>Medium Term: Data collection 2023-2026, draft plan 2027</i> Adaptive reuse plans, increased interpretation and spaces for activities consistent with the OUV, and natural disaster plan	Heritage and interpretation development plans for The Ridge, Shirley Heights Barracks, and Dow's Hill Interpretation Centre with plans for events and other activities consistent with the OUV.
	Establish and implement SITES monitoring and reporting plan for NDNP (WHS and Buffer)	Create an annual work plan with a monitoring protocol for 20% of all sites in the database per year with reporting	1, 2, 3, 5, 7	<i>Ongoing: start in 2024</i> Stronger baseline data to assist in development planning and heritage protection policy.	Complete reporting of 20% of sites per year and 100% of sites every 5 years
	Conduct annual heritage disaster risk review and updates	Review the heritage disaster risk plans annually in the summer to ensure actions are completed and to upgrade as needed	1, 2, 3, 5	<i>Ongoing</i> Upkeeping the risk assessments and supported by conservation planning and site monitoring	Annual review and updates.

	Energy Use assessment and HIA of solar tile technology for the Dockyard Precinct Project Development	The NPA pays more than 10% of its annual revenue in electricity and water bills. With the introduction of solar tile technology, conduct a feasibility study for the use of solar tiles on some of the heritage precinct and other buildings in the WHS and Buffer to reduce the electricity bill and to free up funds for further heritage management and protection	1, 2, 3, 5, 6, 7, 8,	<p><i>Medium Term: data collection 2023, project proposal end of 2023, HIA and assessment 2024</i></p> <p>Assessment of the feasibility of solar technology in heritage authenticity and integrity</p> <p>If feasible, create a donor supported project for implementation</p> <p>Extend feasibility study in the development guidelines for the NDNP as a suitable alternative to wooden or concrete shingles.</p>	<p>Completed feasibility study and Heritage Impact Assessment</p> <p>If feasible, implementation to significantly reduce reliance on national electricity grid.</p>
	Conduct Sea Level Rise Risk Assessments for cultural heritage sites and resources in the WHS and Buffer	Sea level rise is predicted to reach nearly 1 meter above mean sea level by 2100. Most of the inscribed buildings are at sea level and are threatened by this rise as well as storm surge and other impacts. A full assessment of the vulnerability and preliminary mitigation plans are needed so that appropriateness for the OUV and the financing can be established	1, 2, 3, 5, 6, 7, 8	<p><i>Long term: requires collaboration with outside researchers in data collection and engineering strategies</i></p> <p>Data model assessing risks to heritage sites within the WHS and Buffer to be used to develop mitigation and adaptation strategies to protect sites in the long term</p>	<p>Model of sea level rise and impacts on heritage sites in NDNP</p> <p>Quantifying rates of erosion for heritage sites</p> <p>Develop risk rankings based on sea level rise/erosion risk to heritage site.</p>
	Develop Dockyard Climate Adaptation and	From the climate change studies, proposed a preliminary mitigation and adaptation plan consistent with protecting the	1, 2, 3, 5, 6, 7,	<i>Medium Term: requires data collection and collaboration</i>	Initial mitigation and adaptation heritage report

	Mitigation Change Plan consistent with OUV of the WHS	OUV for the longevity of the WHS and Buffer.		Identifying priorities for mitigation and adaptation for the longevity of the protection of the WHS and Buffer.	
	Fort Berkeley Stabilization Project	Fort Berkeley has several points which are threatened by erosion. This erosion is not just compromising the historic fortifications, but also the integrity of the barrier peninsula which is protecting English Harbour. An engineered solution is required which is also consistent with the OUV	1, 2, 3, 5, 6, 7, 8	<i>Medium Term: priority project, completed by 2027</i> Stabilization of the headland and restoration of the eroded parts of the fortification.	Secure donor/grant funding for the project Complete engineering and heritage impact assessment plans Complete project
	Field Research Centre/Artillery Quarters Expansion Project	As the archaeological sites are inscribed under the OUV and the NPA is the primary organization for archaeology in Antigua and Barbuda, an expansion of the collections storage and lab facilities are needed to contain the research and further develop the WHS and NPA as a regional and global model for heritage practice.	1, 2, 3, 4, 5, 6, 7, 8	<i>Ongoing and long term:</i> Internship and research programs in research, conservation, curation Expansion of donor and grant funding agency interest to support ongoing and new projects Development of new educational and interpretation programming around archaeological field research	Stabilization and upgrades to the existing Field Research Centre Restoration of elements of the artillery quarters to expand the research lab and storage space. Secure donor funding Regularly held public and

					educational programming
Interpretation and Education	WHS Monument	The ANDRAS should have a monument memorializing its inscription. This action is to create this monument to add to the education about the space as a UNESCO WHS	4, 5, 6	<i>Short Term: Completed by end of 2025</i> Internship opportunities for masonry	Completed project
	Revisit Dockyard Museum Vision and complete the plan	A vision for the Dockyard Museum was created in 2019. This vision needs to be revisited and expanded upon for concrete actions.	1, 4, 6, 7, 8	<i>Vision and Action plan, short term: completed by end of 2023</i> <i>Complete Museum Vision and Actions: Long term, complete by 2028</i> Concrete vision with action plan to develop the Dockyard Museum 3D renderings of each room	Completed vision report Completed action plan report Completed 3D renderings of the museum spaces.
	NDNP Community Awareness Program	Create educational outreach programming on the WHS and Buffer specifically oriented to the communities residing	4, 6, 7, 8	<i>Ongoing</i>	Increase public knowledge about the WHS and Buffer measured

		inside the WHS and Buffer. This should be a combination of multimedia, multiplatform, in person experiences and remote.		Collaborate with other agencies and NGOs to develop programming and experiences	by increased engagement in person and digitally
	General Visitor and Tourist Education Programming	Expand interpretation and experiential products to attract new visitors and to increase return visits	4, 6, 7, 8	<p><i>Ongoing</i></p> <p>Create more products to increase engagement</p> <p>Increased tour guide training and specialized training for NPA tour guiding staff</p> <p>Increased overall knowledge about the history, archaeology and management of the NDNP/WHS</p>	<p>Establish two new heritage events/tours by 2028</p> <p>Expand heritage sections on the NPA website and on social media to bring in more visitors</p>
	Antigua and Barbuda general NDNP/WHS awareness programming	Expand programming targeted to the national audiences sharing history, archaeology, culture, and other interpretation programming	4, 6, 7, 8	<p><i>Ongoing</i></p> <p>Create more products to increase engagement</p> <p>Increased tour guide training and specialized training for NPA tour guiding staff</p> <p>Increased overall knowledge about the history, archaeology and management of the NDNP/WHS in the national audience</p>	<p>Expand heritage sections on the NPA website and on social media to bring in more visitors</p> <p>Establish regular appearances in national media on topics of history, archaeology, conservation, heritage management, etc.</p>

	Develop and sustain a volunteer program for citizens and visitors	There is a lot of opportunity to develop volunteer programs in heritage management, conservation, collections management, tours and events, to expand interpretation and to develop closer long term community ties.	4, 6, 7, 8	<p><i>Short Term: Program proposal by end of 2023</i></p> <p><i>Program implementation 2024-onwards</i></p> <p>Robust and ongoing sustainable volunteer program</p>	<p>Complete plan proposal by end of 2023</p> <p>Initiate volunteer program in 2024 and sustain for at least 1 year</p>
	School Programming	Getting heritage, history, archaeology, and culture into the schools is a key priority for the longevity of this site. This will require building programming and relationships with schools in Antigua and Barbuda	4, 6, 7, 8	<p><i>Ongoing: conduct tours, school visits, lectures, etc. as needed.</i></p> <p><i>Short Term: Program proposal by end of 2023</i></p> <p><i>Program implementation 2024-onwards</i></p> <p>Greater engagement with schools and students</p>	<p>Complete education proposal</p> <p>Complete at least three (3) school visits/trips per year</p>
Research and Conservation	8th March Project	The 8 th of March Project examines the history and legacy of enslavement and freedom in the Dockyard and English Harbour area. This includes public history, genealogy, and connecting the landscape to the descendent community today.	3, 4, 6, 7, 8	<p><i>Ongoing</i></p> <p>Increased public awareness and knowledge about the history and archaeology of the WHS</p> <p>Increase in the research capacity and knowledge of the NPA and communities</p>	<p>Completion of genealogical database and ongoing data input</p> <p>Completion of 8th of March Museum Gallery</p> <p>Annual education programming around the 8th of March Project</p>

					Publish 8 “profiles” of enslaved and free persons in the 8 th of March Database
	Tank Bay Archaeology Project/English Harbour Underwater Archaeology Assessment	Conduct ongoing archaeological research, survey and management of the Tank Bay wreck site and the entirety of the marine space in the WHS.	3, 4, 5, 6, 7, 8	<p><i>Ongoing, long term, completed by 2028</i></p> <p>Increase knowledge for the heritage components of the marine spaces</p> <p>Apply underwater cultural heritage standards to the marine spaces of the WHS (and later expanded to the rest of the NDNP)</p> <p>Increase education and knowledge about underwater culture heritage and its management</p> <p>Increase heritage management capacity for underwater and marine spaces in the NPA</p> <p>Expand capacity through internships and training in underwater artifact conservation and management</p>	<p>Complete heritage assessment report for English Harbour</p> <p>Complete archaeological research and assessment of the Tank Bay Wreck with archaeological reporting</p> <p>Draft of a Tank Bay archaeology project book</p> <p>Heritage Management Spatial plan for English Harbour marine space</p>
	Hospital Hill and Galleon Beach Cemetery Projects	Ongoing research since 1999 on skeletal remains from several sites in the NDNP/WHs with ongoing genetic research. This is a	3, 4, 5, 6, 7, 8	<p><i>Ongoing</i></p> <p>Increased knowledge on the history of English Harbour</p>	Completion of a Status of Research Report

		collaboration between the NPA and external university researchers from Canada, the USA and German.		Expansion of formal relationships between collaborators and the NPA	
	Develop and sustain a partnership with a regional university to create a capacity building program for students and young professionals from Antigua and Barbuda and the wider region	Create a formal relationship where the NPA acts as a space for training students with an accredited university program to build the capacity nationally and regionally.	4, 6, 7, 8	<p><i>Ongoing: Long term</i></p> <p>Start talks with University</p> <p>Develop a proposal to integrate students into research and learning programs at the NPA</p>	<p>Create formal contacts with regional universities to explore this program</p> <p>Develop a long term proposal defining the relationship</p>
Heritage Capacity Building	Increase staffing and capacity in the Heritage Department	Heritage management will require additional staff to ensure that there is quality monitoring, recording and reporting, research, and interpretation of the WHS and Buffer.	4, 5, 6, 7	<p><i>Ongoing, Long term</i></p> <p>Improved reporting and monitoring capacity with better data collection and knowledge management</p> <p>Increase in specialty tours and interpretation</p> <p>Full time collections management and interpretation development</p>	Additional staffing to support monitoring, interpretation and collections management.

	Focus on data capture tools, data and knowledge management, monitoring, upgrades to recording and reporting	Data capture for heritage monitoring, development for adaptive reuse of heritage resources, increase in research and interpretation requires constant data collection and data curation. This is a whole organization objective with data capture on all activities which could impact the OUV and improve presentation of information.	1, 2, 3, 4, 5, 6, 7, 8	<p><i>Ongoing</i></p> <p>Better data collection across the organization to be used in planning, monitoring and management of heritage resources.</p> <p>Encourages more collaboration across departments and with outside partners</p>	Standardized reporting and recording on heritage matters across the NPA's departments
	Annual training in WHS, OUV, NDNP, NPA	An annual workshop for all NPA staff on the WHS, OUV, history, archaeology, and awareness about the NPA so that all staff members are aware of the mission, vision, and purpose of the NPA and the WHS. This will include specialized training for departments with specific heritage overlapping concerns.	4, 5, 7	<p><i>Ongoing: annual training</i></p> <p><i>Short term: by summer 2023, pilot first training with NPA staff</i></p> <p>All NPA staff will be able to discuss the basics of the WHS, OUV and the National Parks legislation to visitors and be able to direct visitors to more information.</p> <p>Increased buy in and support for heritage goals</p>	Hold annual training sessions
	Technology and Equipment Audit and strategic acquisition plan	To enhance data collection and knowledge management, the heritage department needs technology upgrades in hardware and software to support its mission.	4, 6, 7, 8	<p><i>Short Term: by June 2023, complete updated technology and equipment audit</i></p> <p><i>Long term: put equipment and technology acquisitions from audit into annual heritage department budget and grant applications</i></p>	<p>Complete audit</p> <p>Complete budget for equipment and to be added to annual budget and grant applications for fulfillment</p>

				Enhanced ability to collect data for monitoring and heritage management	Acquire all the needed technology and equipment as per the audit by 2028
	Develop and sustain and internship program	Heritage training and capacity building for the nation and region are critical for the longevity of heritage management. This also allows the NPA to develop potential new employees for heritage and protected area management	6, 7, 8	<p><i>Short term: develop program proposal and budget</i></p> <p><i>Medium term: launch internship program by summer 2024</i></p>	<p>Finish proposal and approved budget</p> <p>Start and sustain program for 3 years</p>
	Develop heritage consultancy opportunities to work regionally and internationally	Due to the successful management of the ANDRAS WHS and the longevity of the NDNP, the NPA has considerable experience in successful heritage management, especially in SIDS and island contexts, climate change, natural disasters, development pressures, adaptive reuse, policy discontinuity, etc.	7	<p><i>Short Term: continue engaging international organizations</i></p> <p><i>Medium term: bid on heritage management projects in the region</i></p> <p>Establish the NPA as a model competent heritage management authority.</p>	Bid on three heritage consultancy projects
Jurisdictional	NPA General Regulations Upgrades	Update general regulations to better address heritage impacts within the WHS and buffer.	5		

	Upgrade and make policy for NDNP Spatial Planning including WHS to include risk assessment and consideration for site sensitivity, ecology, climate adaptation, equity, and area specific covenants	The current spatial plan does not reflect changes or consider future risks and impacts. This spatial plan, which requires baseline data collection in environment, socioculture, and current spatial use and upgrades to heritage sites and sensitivity rankings so that specific guidelines can be issued for developments to be consistent with the values and risks under the National Parks Legislations.	1, 2, 3, 5	Medium Term: A new spatial plan for the NDNP including the WHS based on heritage sensitivity and risk	New spatial plan with specific development guidelines.
Implementation	Mid Term Reporting on WHS Management Plan progress and effectiveness	Formal review of this WHS management plan to ensure that the objectives and actions are still consistent with the Mission and Vision.	1, 2, 3, 5	<i>Medium Term: completed by August 2025</i> Reflection on the implementation and formal changes to actions as needed.	Completed assessment and updated action list.
	METT4	Triannual completion of the METT4 for the NPA	1, 2, 3, 5	<i>Medium Term: complete next assessment in 2024</i>	
	Periodic Reporting Cycle for the World Heritage Centre	The NPA completed its first periodic reporting in 2022. The results are being published in 2023 with adjustments to management and risks to be noted and reflected upon.	1, 2, 3, 5	<i>Long term: complete the next Periodic Reporting Cycle</i> <i>Medium term: reflection on the results form the 2022 cycle</i>	Complete the next Periodic Report, tentatively 2027
	End Term Reporting on WHS Management	Assess the completeness and validity of this WHS management plan to assess gaps, learn, and grow.	1, 2, 3, 5	<i>Long term/ongoing: collect data on management effectiveness and completion of actions against the mission and vision and objectives to ensure the longevity of the WHS and OUV.</i>	Complete by first quarter of 2029

WHS Management Plan 2023-2028
DRAFT Version 1.2

	Plan progress and Effectiveness				
	Completing next WHS Management Plan	Using the assessment of the effectiveness of this management plan, prepare the next 5 year heritage management plan.	1, 2, 3, 5	<i>Long Term/ongoing: collect data on management effectiveness and completion of actions against the mission and vision and objectives to ensure the longevity of the WHS and OUV.</i>	Complete by 2028

NEED:

Map of the Dockyard Precinct, Shirley Heights, Hospital Hill, etc.

Chapter 7: Development Policy Statement in the WHS

Introduction

One of the major challenges facing the protection of the OUV of the ANDRAS is the pressure to overdevelop the area. This Chapter states the NPA's management policy on development within the WHS and Buffer.

Since its inception in 1984, the National Parks Authority's mandate has included development of its resources as part of the long-term sustainable use of the NDNP. During its long stewardship, the NPA has been in favour of developing the Park to benefit its communities, expand and sustain the heritage tourism and yachting economies, and support a balanced development approach sympathetic to the historic roots of the area. To this end, the NDNP has long had a development plan (1985), and a zoning plan (1990) and plays a role in the development application and permission process. This issuing development guidelines (2010) which places limits on size, density, and aesthetics for the long-term sustainability of the Park and its mandate. This remains still the case after UNESCO WHS Inscription in 2016. In terms of heritage management, the success can be measured with the 2016 Inscription validating this approach by ensuring that the OUV remains intact. In economic terms this management has also been a success with property values growing from less than \$3XCD a square foot in 1985, to exceeding \$100XCD a square foot in some areas 2022.

The major concern, however, is that these successes will create a situation where the long-term sustainability of the WHS and NDNP are compromised through excess development. This was noted in the 2016 World Heritage Centre Inscription Review by ICOMOS and has been reiterated in several subsequent communications. This management plan, therefore, establishes a maximum development threshold for inside the boundaries of the WHS to ensure the longevity of the OUV while also encouraging sustainable economic activity and development.

The Policy

First and foremost, the NPA's primary concern is the maintenance of the OUV through retaining the authenticity and integrity of the World Heritage Site. Without prejudice, all decisions regarding developments within the WHS are directly considered for their impact on the OUV. Those developments which are found to negatively impact the OUV and are without the possibility of mitigating actions are unlikely to be permitted by the NPA.

The NPA has identified ten (10) private, undeveloped plots of land within the WHS. These private lots were established prior to WHS inscription in 2016 and are all residential. Of these, only one lot, at Charlotte Point, is large enough to be considered for private subdivision under the WHS Inscription.

New residential development will only be permitted on existing undeveloped freehold properties. For the Galleon Beach area, the remaining empty residential parcels will be permitted to develop under the strict development guidelines so as to ensure that the OUV is not negatively impacted. There are currently five (5) private residential parcels.

In the case of the single private parcel at Charlotte Point which is privately held, the Charlotte Point restrictions as issued to the seller before the 2022 purchase are in effect including limiting subdivision size, location, design, density, colors, aesthetics and other impacts. This includes protections of the heritage areas, viewscales, and other considerations under the OUV inscription.

For cases outside of Galleon beach area, efforts will be made to find an agreeable land swap solution with the owner only under Paragraph 23 of the National Parks Act cap. 290 (1984).

Residential redevelopment is permitted on already developed parcels as long as the redevelopments are strictly maintained within the 2019 guidelines and do not negatively contribute to the OUV.

Commercial redevelopment: There are currently four developed commercial spaces within the WHS: Antigua Slipway, The Inn, Boom Restaurant and Guest Suites, and Galleon Beach Resort. The first three are functioning properties while the last is currently defunct. For the first three sites, limited redevelopment within their boundaries may be permitted so long as the development remains low density and in keeping with the aesthetics and feel of the WHS and OUV. Additions or expansions which add to the overall density of the site will be evaluated on a case-by-case basis.

In the case of Galleon Beach, the defunct hotel will be redeveloped in such a way as to minimize the negative impacts on the OUV. This development will trigger a full Heritage Impact Assessment and evolution of the Master Plan prior to any permissions being issued.

Subdivision: it is the policy of the NPA to not subdivide Crown Land for freehold inside the boundaries of the WHS. In extraordinary circumstances, such as regularizing long-term occupation or for the better interpretation and protection of the site, subdivision for the purpose of a Crown lease may be permitted within the WHS.

For full details, see the 2019 Building Guidelines for development in the WHS or subsequently adopted policies and guidelines. Future actions, data collection, and reviews during the course of this management plan can cause this policy to be tightened.

Any other development within the WHS property must be under extraordinary circumstances, only for the better interpretation of the property and be consistent with the OUV.

Chapter 8: Implementation and Reporting

Implementation and reporting of this World Heritage Site Management Plan for the ANDRAS is based on the existing NPA reporting structures and evaluation of management effectiveness. Several tools and processes are deployed to measure project completeness, management effectiveness, and progress towards achieving the vision.

The NPA has three levels of implementation and reporting throughout the year. These are monthly department reports, annual reports, and annual budget proposals. These three activities ensure that the work program and actions are being completed, funded, and adequately prepared for.

The annual review will include a holistic assessment of the management plan implementation with explicit reporting on its progress. The budget proposal process will ensure that adequate resources are allocated to the programs to ensure completion.

Individual projects are reported on at the beginning with periodic updates in the monthly reports, and a final report on a project's conclusion. This is especially important for funded projects to ensure that funds are properly allocated.

All projects and programs have Key Performance Indicators to aid in assessing the completeness of the project. Project impact over subsequent years will be assessed in annual reports.

In addition to regular assessments of progress, a full review of the effectiveness of the management of the NPA including the WHS management plan is assessed using the METT4, a tool for measuring management effectiveness. The METT4 was last completed in 2021, with the next exercise scheduled for 2023. This tool, combined with a thorough review of the management plan will allow for adjustments in work plans and budgeting, as well as programmatic changes as necessary. This review will explicitly evaluate the impact of the programs on the OUV and adjustments made accordingly. This full review will take place at the midpoint of this management plan.

A final assessment of the validity and impact of this management plan will take place in the development of the next management plan, scheduled for 2026. This review will include explicit evaluations of the impacts of the programs on the OUV. The results from this evaluation and report will be used to generate the next World Heritage Site Management Plan, scheduled to be adopted by the NPA on 31 December 2027.

APPENDIXES

ANNEX V:

Draft *Cultural Heritage Protection Bill* (2024)

ANTIGUA AND BARBUDA



THE CULTURAL HERITAGE (PROTECTION) BILL, 2024

No. of 2024

THE CULTURAL HERITAGE (PROTECTION) BILL, 2024

ARRANGEMENT

Sections

PART I

PRELIMINARY

1. Short title.
2. Definitions

PART II

COMPETENT NATIONAL AUTHORITY

3. Competent National Authority
4. Designation
5. Tasks of the Competent National Authority

PART III

DISCOVERY, REPORT AND DISPLACEMENT OF CULTURAL HERITAGE

6. Report of Discoveries and intended Activities

PART IV

PERMISSION OF ACTIVITIES AND PERMITS

7. Permission of Activities
8. Activities directed at the Remains of State Vessels and Aircraft
9. Export Certificate

PART V

UNDERWATER CULTURAL HERITAGE BEYOND THE LIMITS OF NATIONAL JURISDICTION

10. Information and Notification to other States
11. Receipt of Information and Declaration of Interest
12. Consultation and Coordination
13. Coordination of Measures
14. Immediate Danger

PART VI

ACTIVITIES INCIDENTALLY AFFECTING CULTURAL HERITAGE

15. Activities incidentally affecting Cultural Heritage

PART VII

OWNERSHIP OF CULTURAL HERITAGE

- 16. Ownership of Cultural Heritage
- 17. Public Acquisition

PART VIII

ENFORCEMENT

- 18. Seizure and Disposition of Cultural Heritage
- 19. Access to Premises
- 20. Prohibition of Use and Entry into State Territory, Dealing, Possession
- 21. Infringements and Sanctions

PART IX

RETURN

- 22. Return of Illegally Trafficked Cultural Heritage

PART X

REGULATIONS

- 23. Regulations

SCHEDULE

ANTIGUA AND BARBUDA
THE CULTURAL HERITAGE (PROTECTION) BILL, 2024
No. of 2024

AN ACT for the protection of Cultural Heritage, encompassing tangible and intangible, land based as well as submerged, moveable as well as immovable objects and sites associated with historical events, persons of importance, architectural designs and construction of importance to the history and culture of Antigua and Barbuda and for incidental and connected purposes.

ENACTED by the Parliament of Antigua and Barbuda as follows:

PART I
PRELIMINARY

1. Short title

This Act may be cited as the Cultural Heritage (Protection) Act 2024.

2. Definitions

“Continental shelf” means the seabed and subsoil of the submarine areas of a coastal State that extend beyond its territorial sea throughout the natural prolongation of its land territory to the outer edge of the continental margin, or to a distance of 200 nautical miles from the baselines from which the breadth of the territorial sea is measured where the outer edge of the continental margin does not extend up to that distance;

“Cultural heritage” means

(a) all traces of human existence having a cultural, historical or archaeological character, which are older than 50 years, together with their archaeological and natural context such as—

(i) sites;

(ii) structures, and buildings;

(iii) vessels, aircraft, other vehicles or any part thereof, their cargo or other contents; and artefacts, human remains, and objects of prehistoric character.

(b) objects and sites, together with their context, having a paleontological or scientific significance, which are older than 50 years;

(c) “underwater cultural heritage”, which is cultural heritage, which is or was partially or totally, periodically or continuously, located under water;

(d). “cultural heritage of an archaeological character” means undiscovered and discovered cultural heritage which is located in the soil or under water.

(e). “written and filmed heritage” encompasses books, documents, pictures or films older than 50 years;

“Exclusive Economic Zone” has the meaning as in the Maritime Areas Act, Cap. 260;

Heritage significance: means a place or object has heritage significance if it satisfies 1 or more of the following criteria (the heritage significance criteria—

- (a) it demonstrates a high degree of technical or creative achievement (or both), by showing qualities of innovation, discovery, invention or an exceptionally fine level of application of existing techniques or approaches;
- (b) it exhibits outstanding design or aesthetic qualities valued by the community or a cultural group;
- (c) it is important as evidence of a distinctive way of life, taste, tradition, religion, land use, custom, process, design or function that is no longer practised, is in danger of being lost or is of exceptional interest;
- (d) it is highly valued by the community or a cultural group for reasons of strong or special religious, spiritual, cultural, educational or social associations;
- (e) it is significant to the Act because of its importance as part of local tradition;
- (f) it is a rare or unique example of its kind, or is rare or unique in its comparative intactness;
- (g) it is a notable example of a kind of place or object and demonstrates the main characteristics of that kind;
- (h) it has strong or special associations with a person, group, event, development or cultural phase in local or national history;
- (i) it is significant for understanding the evolution of natural landscapes, including significant geological features, landforms, biota or natural processes;
- (j) it has provided, or is likely to provide, information that will contribute significantly to a wider understanding of the natural or cultural history of the ACT because of its use or potential use as a research site or object, teaching site or object, type locality or benchmark site;
- (k) to establish Conservation Management Plans to ensure that—
 - (i) the conservation and future use of a heritage place or object are consistent with its heritage significance; and
 - (ii) any threat, or potential threat, to the heritage significance of the place or object is identified and managed in accordance with the plan.

“International Seabed Authority” means the Authority established under Article 156 of the United Nations Convention on the Law of the Sea;

“Minister” means the Minister for the time being with responsibility for National Parks;

“NGO” means non-government organisation;

“national jurisdiction” refers to the contiguous zone of Antigua and Barbuda as defined in the Maritime Areas Act Cap. 260;

“National Parks Authority” means the authority established under the National Parks Act, Cap. 290;

“Rules” means the “Rules concerning Activities directed at Cultural Heritage” contained in the Schedule;

“State Vessels and Aircraft” means warships, and other vessels or aircraft that were owned or operated by another State and used, at the time of sinking, only for government non-commercial purposes, that are identified as such and that meet the definition of underwater cultural heritage;

“Verifiable Link” to underwater cultural heritage is a relationship between a State and cultural heritage, in particular of a cultural, historical or archaeological character;

“UNESCO” means the United Nations Educational, Scientific and Cultural Organization;

“UNESCO 2001 CONVENTION” means the UNESCO Convention on the Protection of the Underwater Cultural Heritage, adopted in 2001.

PART II

COMPETENT NATIONAL AUTHORITY

3. Competent National Authority

(1) The Competent National Authority for the protection of cultural heritage is the National Parks Authority. It shall operate under the direct supervision of the Minister.

(2) The Competent National Authority shall be advised by a National Advisory Committee, the composition of which is set out in Annex 3 of the Schedule.

(3) The opinion of the Advisory Committee shall be sought in any matter of national or particular importance.

4. Designation

(1) A designation if a building, place, object, species of animal or plant life as a National Cultural Heritage shall be as follows—

- (a) there shall be a nomination to the Competent National Authority for consideration;
- (b) the Competent National Authority shall review and if approved send to the National Advisory Committee;
- (c) the National Advisory Committee will conduct a detailed investigation as to whether the criteria is met;
- (d) the National Advisory Committee will then advise the Competent National Authority of its findings;
- (e) the Competent National Authority will then make a recommendation to the Minister to make a declaration of National Cultural Heritage.

(2) The Competent National Authority may declare as cultural heritage any trace of human existence having a cultural, historical or archaeological character, which is more than 50 years old.

(3) The Competent National Authority shall, in relation to anything which is designated protected national heritage pursuant to subsection (2)—

- (a) in the case of a species of animal or plant life, published annually in a daily newspaper published in the Island, a list of such animal or plant life;
- (b) where appropriate in the case of a place or object, cause to be placed on a conspicuous part of the place or object a mark identifying the place or object as protected national heritage;
- (c) in the case of any moveable objects- (i) notify the owner thereof of the designation of the object as protected national heritage and the time and manner in which the owner may object to such designation; (ii) publish annually in a daily newspaper published in Antigua and Barbuda, a list of such objects.
- (4) There shall be established a Protection and Ranking System for all designated Cultural Heritage Sites.

5. Tasks of the Competent National Authority

(1) The Competent National Authority has the task, in particular, to—

- (a) establish a Cultural Heritage Unit to ensure the effective control, protection, conservation, presentation and management of cultural heritage and issue permissions in that regard;
- (b) encourage and foster research, public awareness, appreciation and education in cultural heritage, support NGO establishment and cooperation and foster the establishment of museums;

- (c) identify, assess, conserve and promote places and objects in the ACT with natural and cultural heritage significance;
 - (d) encourage the registration of heritage places and objects;
 - (e) work within the land planning and development system to achieve appropriate conservation of the ACT's natural and cultural heritage places and objects, on land and underwater, and objects;
 - (f) advise the Minister about issues affecting the management and promotion of heritage;
 - (g) encourage and assist in appropriate management of heritage places and objects;
 - (h) encourage public interest in, and understanding of, issues relevant to the conservation of heritage places and objects;
 - (i) encourage and provide public education about heritage places and objects;
 - (j) assist in the promotion of tourism in relation to heritage places and objects;
 - (k) keep adequate records, and encourage others to keep adequate records, in relation to heritage places and objects;
 - (l) coordinate all cultural heritage related research, monitor the processes, and to document the follow-up reports and the resulting research data, in collaboration with other institutions, and to make that information publicly available.
 - (m) collect any applicable fees;
 - (n) perform any other function given to it under this Act.
- (2) The Competent National Authority shall establish, entertain and maintain an inventory of cultural heritage located on land or under water.
- (3) There shall be established a National Cultural Heritage Site Registry which—
- (a) shall include —
 - (i) a list of buildings, places species of animal or plant life;
 - (ii) important public and private cultural heritage whose export would constitute an appreciable impoverishment of the national cultural heritage;
 - (iii) a list of underwater cultural heritage, that is located within the limits of national jurisdiction;
 - (iv) a list of underwater cultural heritage, that is located beyond the limits of national jurisdiction if that underwater cultural heritage has a verifiable link with the State.
 - (b) shall be regularly updated;
 - (c) shall be open to limited public access except where the disclosure of the information contained in the inventory would endanger the protection of the cultural heritage.
- (4) The Competent National Authority may conduct any necessary research on cultural heritage;
- (5) The Competent National Authority shall establish a funding mechanism for the purposes of fulfilling the objects of this Act.
- (6) The Competent National Authority shall notify the Director-General of UNESCO of its name and address.

PART III

DISCOVERY, REPORT AND DISPLACEMENT OF CULTURAL HERITAGE

6. Report of Discoveries and intended Activities

- (1) A person shall not search for, explore, investigate, interfere with, displace or remove cultural heritage of an archaeological character, including underwater cultural heritage, without a permit issued by the Competent National Authority.

(2) Any person, who discovers cultural heritage of an archaeological character, including underwater cultural heritage, should leave it undisturbed, unless disturbance or recovery is authorized by the Competent National Authority or if it—

- (a) is under actual and immediate danger of serious damage or destruction; or
- (b) poses a concrete and immediate danger to human life.

(3) Any person, who displaces cultural heritage of an archaeological character, including underwater cultural heritage, has to declare this to the Competent National Authority and has to deposit the object with it or hold it at its disposal in conditions ensuring conservation.

(4) Any person, who discovers cultural heritage of an archaeological character, including underwater cultural heritage, shall report this upon discovery or, in case of underwater cultural heritage, on reaching the first national port, to the Competent National Authority.

(5) Any person who is aware of any activity by any unauthorised person that poses an actual and immediate danger of serious damage or destruction to cultural heritage shall report that activity to the Competent National Authority.

(6) Any person wishing to apply for permission to undertake an activity directed at cultural heritage, including underwater cultural heritage, must submit an application to the Competent National Authority at least six months prior to the intended activity commencing. In case of immediate danger of destruction or damage to such cultural heritage a shorter application time may be admitted. In the case of underwater cultural heritage, such an application must be submitted irrespective of where the underwater cultural heritage is situated.

(7) A person shall not engage in any activity directed at underwater cultural heritage that is not in accordance with the Rules in Annex 2 of the Schedule.

(8) Nationals and the masters of the vessels flying the flag of Antigua and Barbuda shall report to the Competent National Authority any discovery of or an intended activity directed at underwater cultural heritage wherever located.

(9) In case of discoveries or activities concerning underwater cultural heritage located in the Exclusive Economic Zone or on the Continental Shelf of another State, nationals and vessels flying the flag of Antigua and Barbuda shall also report to the authorities of the concerned State.

(10) Warships, government ships and military aircraft, operated for non-commercial purposes, undertaking their normal mode of operations, and not engaged in activities directed at cultural heritage shall report if this is reasonable and practicable to do so.

(11) A person who engages in an activity contrary to this section commits an offence and is liable upon conviction on indictment to a fine of \$100,000.00 or to imprisonment for a term of five years or to both such fine and imprisonment.

PART IV

PERMISSION OF ACTIVITIES AND PERMITS

7. Permission of Activities

(1) A person who wishes to engage in any activity directed at structures and buildings falling under the definition of cultural heritage including for example, search, intervention, recovery, displacement or excavation, as well as renovation and alteration need shall apply to the Competent National Authority for a permit.

(2) A person shall not engage in activities directed at structures and buildings falling under the definition of cultural heritage including for example, search, intervention, recovery, displacement or excavation, as well as renovation and alteration without a permit.

(3) A person who fails to obtain a permit contrary to subsection (2) commits an offence and is liable upon summary conviction to a fine of \$10,000.00 or to imprisonment for six months or to both such fine and imprisonment.

(4) A permit shall only be granted in the best interest of protection and if the concerned activity—

- (a) significantly contributes to the protection of, enhancement or knowledge about, the concerned cultural heritage;
- (b) is in full conformity with this Act and Regulations made pursuant to it;
- (c) ensures a proper scientific study and, in case of recovery, maximum protection and conservation of recovered objects.

(5) A permit shall only be granted based on a Project Design in accordance with the Act.

(6) A permit—

- (a) shall contain conditions to ensure the proper conduct of the activity, documentation and conservation as well as its control and the access to the site by the Competent National Authority;
- (b) shall be issued for a limited time period not exceeding 1 year and may be renewed after revision of the project by the Competent National Authority;
- (c) may be revoked in case of non-compliance with the conditions mentioned in the permit, the Rules, the project design deposited with the Competent National Authority or in the interest of the proper protection of the concerned heritage;
- (d) may contain any other condition deemed necessary by the Competent National Authority.

(7) Permits are non-transferable. A public register of all permits issued shall be kept by the Competent National Authority.

(8) Permitted activities shall only be executed—

- (a) under the effective supervision of the Competent National Authority;
- (b) respecting proper safety measures and the protection of the environment.

(9) A permit for activities directed at underwater cultural heritage located beyond the limits of national jurisdiction may only be issued, if—

- (a) Antigua and Barbuda is the coordinating state; or
- (b) an immediate danger threatens the concerned heritage; or
- (c) the concerned heritage is located in the Exclusive Economic Zone or on the Continental Shelf and the permit is granted in order to prevent interference with sovereign rights or jurisdiction.

(10) From and after the date when this Act comes into operation, no permission, approval, authority, sub-division, lease or permission relating to any land or property whether Crown land or otherwise which falls within the definition of cultural heritage shall be granted or made by the Central Housing and Planning Authority, the Development Control Authority or the Port Authority, or by anybody purporting to act with delegated authority from any such body unless the prior written approval of the Competent National Authority is obtained for that purpose; and if such approval is not obtained, any such action by any such body shall be null and void.

(11) This Section does not prejudice the State of Antigua and Barbuda taking action to protect cultural heritage in case of immediate danger.

8. Activities directed at the Remains of State Vessels and Aircraft

(1) If any underwater cultural heritage is identified as a State Vessel or Aircraft of another State the Competent National Authority should inform the Flag State and States with a Verifiable Link to such cultural heritage.

(2) No activity shall be permitted or directed at such heritage if it is located in the Exclusive Economic Zone or on the Continental Shelf without the agreement of the Flag State and, if applicable, the collaboration of the

States which have assumed the obligation to coordinate protection measures under international law other than to prevent immediate danger.

(3) If the concerned heritage is located beyond the limits of national jurisdiction, no activity shall be directed at such heritage without the consent of the Flag State other than to prevent immediate danger.

9. Export Certificate

(1) An export certificate for cultural heritage may be issued to a person by the Competent National Authority if the heritage concerned—

- (a) is not of national importance;
- (b) its export would not constitute a significant impoverishment of the national heritage or is not inscribed in the inventory of cultural heritage located on land or under water; and
- (c) has been recovered in compliance with the law.

(2) A temporary export certificate may be granted if—

- (a) the export occurs for reasons of research, conservation, restoration, exhibitions or similar reasons;
- (b) and if a return of the objects is ensured within 5 years. The Competent Authority can set conditions ensuring the return of the object and the information or research result connected to it, if deemed necessary.

(3) A person shall not export cultural heritage without an export certificate in the form set out in the Schedule.

(4) Any person, wishing to apply for an export certificate shall do so by using the form set out in the Schedule to this Act.

(5) The export certificate is non-transferable and shall be used as indicated in the Schedule. A copy of this certificate has to accompany any exported cultural heritage.

(6) State institutions shall verify the provenance of any cultural heritage they acquire and shall not acquire any unlawfully recovered or unlawfully exported or imported cultural heritage.

(7) The Competent National Authority shall publicise this Act by appropriate means, particularly among persons likely to export or import cultural property.

PART V

UNDERWATER CULTURAL HERITAGE BEYOND THE LIMITS OF NATIONAL JURISDICTION

10. Information and Notification to other States

(1) The Competent National Authority shall notify—

- (a) the Director-General of UNESCO of discoveries of or intended activities directed at underwater cultural heritage located beyond the limits of national jurisdiction;
- (b) the Secretary-General of the International Seabed Authority shall be notified of any discovery or intended activity concerning underwater cultural heritage located in the Exclusive Economic Zone.

(2) In case of discoveries or intended activities directed at underwater cultural heritage located in the Exclusive Economic Zone or on the Continental Shelf of another State that is a party to the UNESCO 2001 Convention, that State shall be informed by the relevant national or vessel flying the State flag.

11. Receipt of Information and Declaration of Interest

(1) Any declaration or invitation for consultation from other States and or the Director-General of UNESCO regarding underwater cultural heritage shall be lodged with the Competent National Authority.

(2) Where the Competent National Authority determines that the Antigua and Barbuda has a Verifiable Link with certain underwater cultural heritage it shall declare the interest of Antigua and Barbuda, where it is located —

- (a) beyond the limits of the Exclusive Economic Zone of Antigua and Barbuda, to the Director-General of UNESCO and any State who coordinates, controls, authorizes or undertakes a search of or activities directed at such heritage;
- (b) in the Exclusive Economic Zone or on the Continental Shelf of another State, to that State, if that State is a State Party to the UNESCO 2001 Convention.

12. Consultation and Coordination

(1) In case of discoveries of or intended activities directed at underwater cultural heritage located in the national Exclusive Economic Zone or on the Continental Shelf, the Competent National Authority shall—

- (a) consult all States Parties to the UNESCO 2001 Convention, which have declared their interest on how to best protect such heritage, if this declaration is based on a Verifiable Link as coordinating state; or
- (b) make a declaration that it does not wish to act as a coordinating state if a reasonable motive exists that makes it desirable for the State not to act as such.

(2) Where the relevant underwater cultural heritage is located in the Area and the Competent National Authority has declared the interest of the State to be consulted and is invited by the Director-General of UNESCO it shall—

- (a) declare how this underwater cultural heritage should be best protected;
- (b) declare which State should be appointed as coordinating state; and
- (c) conduct and coordinate consultations as coordinating State if the State who enacts the Act was appointed to this function.

13. Coordination of Measures

(1) If the State acts as coordinating state according to the UNESCO 2001 Convention the Competent National Authority shall implement the measures of protection for the underwater cultural heritage which have been agreed in consultation with all other States consulted and issue all necessary permits for such measures in conformity with the Rules, unless it has been agreed that another State Party shall do so.

(2) In coordinating or authorizing activities and in implementing measures the Competent National Authority shall act on behalf of all concerned States and for the benefit of humanity.

(3) Particular regard shall be paid to the preferential rights of States of cultural, historical or archaeological origin in respect of the underwater cultural heritage concerned.

14. Immediate Danger

(1) The Competent National Authority shall take all practicable measures, and/or issue any necessary permits, if necessary prior to any consultations, to prevent immediate danger to any cultural heritage. In taking such measures, the Competent National Authority may seek assistance from other States.

(2) The Competent National Authority shall, as far as practicable and, provided it is not contrary to national interests, when requested by another State or States, take all necessary measures to assist the other State or States in taking measures preventing immediate danger to cultural heritage.

PART VI

ACTIVITIES INCIDENTALLY AFFECTING CULTURAL HERITAGE

15. Activities incidentally affecting Cultural Heritage

(1) Any person or corporation, intending to undertake an activity in an area that contains cultural heritage; or where there is a reasonable expectation that an area may contain cultural heritage such as—

- (a) known cultural heritage sites or settlements;
- (b) ports or former ports;
- (c) shipping or trade routes; or
- (d) terrestrial or marine battlefields;

has to notify the Competent National Authority of its intended activity at least 60 days prior to the commencement of that activity. The intended activity shall be prohibited if it endangers or damages such heritage more than appears to be reasonable in comparison to the achieved public benefit.

(2) Industrial activities impacting areas, where cultural heritage is or may possibly be present, have to undertake an impact assessment study as part of their application for the authorization of the concerned development or other project.

(3) The Competent National Authority has to be consulted mandatorily in the authorization of development and resource extraction projects that concern areas where cultural heritage is or may possibly be present.

(4) The public and private developers of such projects shall provide the funds and be responsible for—

- (a) the assessment of the project area and the identification of cultural heritage therein;
- (b) the prevention, to the extent possible, of impact to cultural heritage caused by the project in the project area and its surrounding environment;
- (c) the mitigation of negative effects caused by the project in the project area and its surrounding environment;
- (d) the conservation of the affected cultural heritage; and the promotion of affected cultural heritage and the dissemination of knowledge about it.

PART VII

OWNERSHIP OF CULTURAL HERITAGE

16. Ownership of Cultural Heritage

(1) Cultural heritage of an archaeological character, including underwater cultural heritage, is owned by the State, provided there is no existing ownership immediately prior to its discovery.

(2) The law of finds does not apply to cultural heritage and in addition the law of salvage does not apply to underwater cultural heritage.

(3) A person who discovers cultural heritage of an archaeological character, including underwater cultural heritage, may be rewarded at the discretion of the Competent National Authority.

17. Public Acquisition

(1) The Competent National Authority may decide upon the public utility of an acquisition by Antigua and Barbuda of any cultural heritage, and if applicable, its context or the site where it is located. If such utility is given, it may negotiate acquisition for Antigua and Barbuda.

(2) If negotiations are not successful, the Competent National Authority may in the case of objects, upon approval by the Minister, seek to have a compulsory transfer of ownership within the scope of the Land Acquisition Act Cap. 233.

(3) If no agreement can be reached about the amount of indemnification or if there is an objection to the declaration of compulsory transfer of ownership, the provisions of the Land Acquisition Act Cap 233 shall apply.

(4) A person shall not dispose of or acquire an object while it is under consideration for public acquisition or when compulsory transfer has been declared.

PART VIII

ENFORCEMENT

18. Seizure and Disposition of Cultural Heritage

(1) Cultural heritage is subject to seizure if—

- (a) it has been recovered from a person who does not hold a valid permit in relation to the heritage;
- (b) it was stolen or illicitly imported, exported or the transfer of ownership was illegal.

(2) Seized cultural heritage shall be immediately recorded, protected and stabilized, as far as needed and practicable. The disposition shall be for the public benefit, taking into account the need for conservation and research, the reassembly of a dispersed collection, the need for public access, exhibition and education; and the interests of any State with a verifiable link, especially a cultural, historical or archaeological link, in respect of the cultural heritage concerned.

(3) If underwater cultural heritage is seized which had been recovered from a site outside of the national territorial waters, the Competent National Authority shall notify the Director-General of UNESCO and any other State with a verifiable link, especially a cultural, historical or archaeological link, to the heritage concerned of this seizure.

(4) The following shall be authorised to enforce the provisions of this Act—

- (a) The Royal Police Force of Antigua and Barbuda;
- (b) The Antigua and Barbuda Defence Force;
- (c) The Customs and Excise Department of Antigua and Barbuda;
- (d) The Immigration Department of Antigua and Barbuda; and
- (e) any other entity designated by the Minister by Order published in the Gazette.

19 Access to Premises

(1) A person authorised by this Act to enforce its provisions who has reasonable cause to believe that an offence under this Act has been committed and by virtue of that belief, has cause to search any premises and conduct any inspection if this is reasonably necessary to fulfil its tasks, in particular regarding an object, which appears to be cultural heritage may apply to a Magistrate for a warrant.

(2) An object that is found during such a search may be removed or seized for further inspection and safekeeping.

20. Prohibition of Use and Entry into State Territory, Dealing, Possession

(1) A person shall not enter into Antigua and Barbuda with, or be in possession of cultural heritage unlawfully exported and or recovered from another State or recovered in a manner not in conformity with the UNESCO Convention on the Protection of the Underwater Cultural Heritage.

(2) A person shall not engage in any activity within the State of Antigua and Barbuda, including maritime ports, artificial islands, installations and structures, in support of any illegal or damaging activity directed at cultural heritage.

21. Infringements and Sanctions

(1) A person who—

- (a) undertakes any research, activity or recovery directed at cultural heritage of an archaeological character, including underwater cultural heritage, without a valid permit;
- (b) damages or destroys cultural heritage;
- (c) exports any cultural heritage without a valid export certificate;
- (d) alienates cultural heritage, which is under consideration for public acquisition or has been publicly acquired;

commits an offence and is liable upon conviction on indictment to a fine not exceeding \$100,000.00 or to imprisonment for a term not exceeding 5 years or to both such fine and imprisonment.

(2) A person, who by hiding, falsifying or refusing factual information or by violent action steals, damages, destroys, exports or unlawfully recovers cultural heritage or opposes any actions of the Competent National Authority in an unlawful manner commits an offence and is liable to a fine not exceeding \$ 100,000.00 or to imprisonment for a term not exceeding 5 years or to both a fine and imprisonment.

PART IX

RETURN

22. Return of Illegally Trafficked Cultural Heritage

(1) Any cultural heritage, which has been brought into the State, be it—

- (a) without an export certificate, if this is mandatory due to the regulations of the State of origin;
- (b) has been stolen from a public institution or museum, in whose register it had been inscribed;
- (c) was lost against the will of the owner;
- (d) was illegally excavated or legally excavated but unlawfully retained; or
- (e) was declared inalienable by the national authorities of the State of origin,

shall be returned if reciprocity is ensured by the demanding State. All expenses incidental to the return and delivery of the cultural heritage shall be borne by the requesting State and this State has to furnish at its expense the evidence necessary to establish its claim.

(2) As soon as the Competent National Authority learns of a case falling under subsection 1 it shall inform the embassy of the concerned State or of the State likely to be concerned.

(3) The claim for return shall be brought through diplomatic offices to the attention of the Minister within a period of 3 years from the moment when the requesting State learns of the location of the cultural heritage and the identity of its possessor, and in any case within a period of one hundred years from the time of the theft or of the export, otherwise it loses its claim.

(4) A claim for return of cultural heritage forming an integral part of a classified site, or belonging to a public collection, shall not be subject to time limitations other than a period of one year from when the claimant knew the location of the object and the identity of its possessor.

amend the Schedule to this Act by way of an Order published in the Gazette.

PART X
REGULATIONS

23. Regulations

(1) The Minister may make Regulations providing for any matter which is to be prescribed under this Act, or for giving effect to the purposes of this Act.

(2) The Minister may amend the Rules in the Schedule to this Act by way of an Order published in the Gazette.

SCHEDULE
EXPORT CERTIFICATE FOR CULTURAL OBJECTS

ANNEX 1 EXPORT CERTIFICATE FOR CULTURAL OBJECTS

This document is issued in 5 copies, each heading must be completed, except headings 2, 12 and 18 if they do not apply

1	1. Beneficiary applicant requesting the exportation (name and address)	2. Beneficiary applicant's representative (name and address)
Application		
	3. Issuing authority (name and address)	4. Export authorization No. Duration: _____ From : ____ / ____ / ____ Country of destination :

	<p>5. Initial consignee (and subsequent consignee(s)) if known (name and address)</p>	<p>6. Type of export</p> <p>Permanent export</p> <p>Temporary export</p> <p>Time limit for re-importation : ____ / ____ / ____</p>
	<p>7. Owner of the cultural object (name and address)</p>	
	<p>8. Photograph of the cultural object : 9 x 12 centimetres minimum</p> <div style="border: 1px solid black; height: 150px; width: 100%;"></div> <p>(Continue on supplementary pages if necessary. Validate with the issuing authority's signature and stamp)</p>	

9. Dimensions and net weight of the cultural object (possibly with its stand)	10. Inventory number or other identification <input type="checkbox"/> Inventory : No. <input type="checkbox"/> No existing inventory <input type="checkbox"/> Other classification : No. <input type="checkbox"/> No other existing classification
11. Description of the cultural object (a) Type : (e) Geographical origin : (b) Author /co-author: (f) Dating : (c) Title or, failing that, subject matter : (g) Other information for identification purposes: (d) Scientific name if there is one:	
12. Number of cultural objects in the collection Presented : Not presented :	13. Copy, attribution, period, studio and/or style
14. Material(s) and Technique(s)	
15. Actual value of the cultural object or, failing that, estimated value based on reasonable criteria in the country of exportation :	
16. Legal status and use of the cultural object Status: <input type="checkbox"/> Sold <input type="checkbox"/> Loaned <input type="checkbox"/> Exchanged <input type="checkbox"/> Other (please specify) : Exported for: <input type="checkbox"/> Exhibition <input type="checkbox"/> Appraisal <input type="checkbox"/> Research <input type="checkbox"/> Repair <input type="checkbox"/> Other (please specify) :	

<p>17. Attached documents /special identification methods</p> <p> <input type="checkbox"/> Photograph (colour) <input type="checkbox"/> Bibliography <input type="checkbox"/> Other (please specify) : <input type="checkbox"/> List <input type="checkbox"/> Catalogue <input type="checkbox"/> Seals <input type="checkbox"/> Valuation documents </p>	
<p>18. Supplementary pages : number of supplementary pages if applicable (in figures and letters)</p>	
<p>19. Application</p> <p>I hereby apply for an export authorization for the cultural object described above and declare that the information in this application and the supporting documents is true.</p> <p>Place and date : Signature :</p> <p>(Position and name of signatory)</p>	<p>20. Signature and stamp of issuing authority</p> <p>Place and date :</p>

EXPORT CERTIFICATE FOR CULTURAL OBJECTS **COPY 2**

Each heading must be completed, except headings 2, 12 and 18 if they do not apply

1	1. Beneficiary applicant requesting the exportation (name and address)	2. Beneficiary applicant's representative (name and address)
Application		
	3. Issuing authority (name and address)	4. Export authorization No. Duration: _____ From : ____ / ____ / ____ Country of destination :
	5. Initial consignee (and subsequent consignee(s)) if known (name and address)	6. Type of export Permanent export Temporary export Time limit for re-importation : ____ / ____ / ____
	7. Owner of the cultural object (name and address)	
	8. Photograph of the cultural object : 9 x 12 centimetres minimum	
	<div data-bbox="196 1529 1083 1843" style="border: 1px solid black; height: 140px; width: 556px;"></div>	

(Continue on supplementary pages if necessary. Validate with the issuing authority's signature and stamp)

9. Dimensions and net weight of the cultural object (possibly with its stand)

10. Inventory number or other identification

☐ Inventory :

No.

☐ No existing inventory

☐ Other classification :

No.

☐ No other existing classification

11. Description of the cultural object

(a) Type :

(e) Geographical origin :

(b) Author /co-author:

(f) Dating :

(c) Title or, failing that, subject matter :

(g) Other information for identification purposes:

(d) Scientific name if there is one:

12. Number of cultural objects in the collection Presented : Not presented :	13. Copy, attribution, period, studio and/or style
14. Material(s) and Technique(s)	
15. Actual value of the cultural object or, failing that, estimated value based on reasonable criteria in the country of exportation :	
16. Legal status and use of the cultural object Status: <input type="checkbox"/> Sold <input type="checkbox"/> Loaned <input type="checkbox"/> Exchanged <input type="checkbox"/> Other (please specify) : Exported for: <input type="checkbox"/> Exhibition <input type="checkbox"/> Appraisal <input type="checkbox"/> Research <input type="checkbox"/> Repair <input type="checkbox"/> Other (please specify) :	
17. Attached documents /special identification methods <input type="checkbox"/> Photograph (colour) <input type="checkbox"/> Bibliography <input type="checkbox"/> Other (please specify) : <input type="checkbox"/> List <input type="checkbox"/> Catalogue <input type="checkbox"/> Seals <input type="checkbox"/> Valuation documents	
18. Supplementary pages : number of supplementary pages if applicable (in figures and letters)	
19. Application I hereby apply for an export authorization for the cultural object described above and declare that the information in this application and the supporting documents is true. Place and date : Signature : (Position and name of signatory)	20. Signature and stamp of issuing authority Place and date :

EXPORT CERTIFICATE FOR CULTURAL OBJECTS **COPY 3**

Each heading must be completed, except headings 2, 12 and 18 if they do not apply

1	1. Beneficiary applicant requesting the exportation (name and address)	2. Beneficiary applicant's representative (name and address)
Application		
	3. Issuing authority (name and address)	4. Export authorization No. Duration: _____ From : ____ / ____ / ____ Country of destination :
	5. Initial consignee (and subsequent consignee(s)) if known (name and address)	6. Type of export Permanent export Temporary export Time limit for re-importation : ____ / ____ / ____
	7. Owner of the cultural object (name and address)	
	8. Photograph of the cultural object : 9 x 12 centimetres minimum	
	<div data-bbox="196 1529 1083 1843" style="border: 1px solid black; height: 140px; width: 556px;"></div>	

(Continue on supplementary pages if necessary. Validate with the issuing authority's signature and stamp)

9. Dimensions and net weight of the cultural object (possibly with its stand)

10. Inventory number or other identification

☐ Inventory :

No.

☐ No existing inventory

☐ Other classification :

No.

☐ No other existing classification

11. Description of the cultural object

(a) Type :

(e) Geographical origin :

(b) Author /co-author:

(f) Dating :

(c) Title or, failing that, subject matter :


(g) Other information for identification purposes:

(d) Scientific name if there is one:

12. Number of cultural objects in the collection Presented : Not presented :	13. Copy, attribution, period, studio and/or style
14. Material(s) and Technique(s)	
15. Actual value of the cultural object or, failing that, estimated value based on reasonable criteria in the country of exportation :	
16. Legal status and use of the cultural object Status: <input type="checkbox"/> Sold <input type="checkbox"/> Loaned <input type="checkbox"/> Exchanged <input type="checkbox"/> Other (please specify) : Exported for: <input type="checkbox"/> Exhibition <input type="checkbox"/> Appraisal <input type="checkbox"/> Research <input type="checkbox"/> Repair <input type="checkbox"/> Other (please specify) :	
17. Attached documents /special identification methods <input type="checkbox"/> Photograph (colour) <input type="checkbox"/> Bibliography <input type="checkbox"/> Other (please specify) : <input type="checkbox"/> List <input type="checkbox"/> Catalogue <input type="checkbox"/> Seals <input type="checkbox"/> Valuation documents	
18. Supplementary pages : number of supplementary pages if applicable (in figures and letters)	
19. Application I hereby apply for an export authorization for the cultural object described above and declare that the information in this application and the supporting documents is true. Place and date : Signature : (Position and name of signatory)	20. Signature and stamp of issuing authority Place and date :

EXPORT CERTIFICATE FOR CULTURAL OBJECTS **COPY 4**

Each heading must be completed, except headings 2, 12 and 18 if they do not apply

1	1. Beneficiary applicant requesting the exportation (name and address)	2. Beneficiary applicant's representative (name and address)
	3. Issuing authority (name and address)	4. Export authorization No. Duration: _____ From : ____ / ____ / ____ Country of destination :
	5. Initial consignee (and subsequent consignee(s)) if known (name and address)	6. Type of export Permanent export Temporary export Time limit for re-importation : ____ / ____ / ____
	7. Owner of the cultural object (name and address)	
8. Photograph of the cultural object : 9 x 12 centimetres minimum		
		

(Continue on supplementary pages if necessary. Validate with the issuing authority's signature and stamp)

9. Dimensions and net weight of the cultural object (possibly with its stand)

10. Inventory number or other identification

☐ Inventory :

No.

☐ No existing inventory

☐ Other classification :

No.

☐ No other existing classification

11. Description of the cultural object

(a) Type :

(e) Geographical origin :

(b) Author /co-author:

(f) Dating :

(c) Title or, failing that, subject matter :

(g) Other information for identification purposes:

(d) Scientific name if there is one:

12. Number of cultural objects in the collection Presented : Not presented :	13. Copy, attribution, period, studio and/or style
14. Material(s) and Technique(s)	
15. Actual value of the cultural object or, failing that, estimated value based on reasonable criteria in the country of exportation :	
16. Legal status and use of the cultural object Status: <input type="checkbox"/> Sold <input type="checkbox"/> Loaned <input type="checkbox"/> Exchanged <input type="checkbox"/> Other (please specify) : Exported for: <input type="checkbox"/> Exhibition <input type="checkbox"/> Appraisal <input type="checkbox"/> Research <input type="checkbox"/> Repair <input type="checkbox"/> Other (please specify) :	
17. Attached documents /special identification methods <input type="checkbox"/> Photograph (colour) <input type="checkbox"/> Bibliography <input type="checkbox"/> Other (please specify) : <input type="checkbox"/> List <input type="checkbox"/> Catalogue <input type="checkbox"/> Seals <input type="checkbox"/> Valuation documents	
18. Supplementary pages : number of supplementary pages if applicable (in figures and letters)	
19. Application I hereby apply for an export authorization for the cultural object described above and declare that the information in this application and the supporting documents is true. Place and date : Signature : (Position and name of signatory)	20. Signature and stamp of issuing authority Place and date :

EXPORT CERTIFICATE FOR CULTURAL OBJECTS **COPY 5**

Each heading must be completed, except for headings 2, 12 and 18 if they do not apply

1	1. Beneficiary applicant requesting the exportation (name and address)	2. Beneficiary applicant's representative (name and address)
Application		
	3. Issuing authority (name and address)	4. Export authorization No. Duration: _____ From : ____ / ____ / ____ Country of destination :
	5. Initial consignee (and subsequent consignee(s)) if known (name and address)	6. Type of export Permanent export Temporary export Time limit for re-importation : ____ / ____ / ____
	7. Owner of the cultural object (name and address)	
	8. Photograph of the cultural object : 9 x 12 centimetres minimum	
	<div data-bbox="196 1529 1083 1850" style="border: 1px solid black; height: 143px; width: 556px;"></div>	

(Continue on supplementary pages if necessary. Validate with the issuing authority's signature and stamp)

9. Dimensions and net weight of the cultural object (possibly with its stand)

10. Inventory number or other identification

☐ Inventory :

No.

☐ No existing inventory

☐ Other classification :

No.

☐ No other existing classification

11. Description of the cultural object

(a) Type :

(e) Geographical origin :

(b) Author /co-author:

(f) Dating :

(c) Title or, failing that, subject matter :

(g) Other information for identification purposes:

(d) Scientific name if there is one:

12. Number of cultural objects in the collection Presented : Not presented :	13. Copy, attribution, period, studio and/or style
14. Material(s) and Technique(s)	
15. Actual value of the cultural object or, failing that, estimated value based on reasonable criteria in the country of exportation :	
16. Legal status and use of the cultural object Status: <input type="checkbox"/> Sold <input type="checkbox"/> Loaned <input type="checkbox"/> Exchanged <input type="checkbox"/> Other (please specify) : Exported for: <input type="checkbox"/> Exhibition <input type="checkbox"/> Appraisal <input type="checkbox"/> Research <input type="checkbox"/> Repair <input type="checkbox"/> Other (please specify) :	
17. Attached documents /special identification methods <input type="checkbox"/> Photograph (colour) <input type="checkbox"/> Bibliography <input type="checkbox"/> Other (please specify) : <input type="checkbox"/> List <input type="checkbox"/> Catalogue <input type="checkbox"/> Seals <input type="checkbox"/> Valuation documents	
18. Supplementary pages : number of supplementary pages if applicable (in figures and letters)	
19. Application I hereby apply for an export authorization for the cultural object described above and declare that the information in this application and the supporting documents is true. Place and date : Signature : (Position and name of signatory)	20. Signature and stamp of issuing authority Place and date :

ANNEX 2: RULES CONCERNING ACTIVITIES DIRECTED AT CULTURAL HERITAGE OF AN ARCHAEOLOGICAL CHARACTER, INCLUDING UNDERWATER CULTURAL HERITAGE

I. GENERAL RULES

Rule 1. Protection Standards

- 1.) Activities directed at cultural heritage of an archaeological character, which includes terrestrial, sub-terrestrial and underwater cultural heritage, shall be authorized in a manner consistent with their protection and for the purpose of making a significant contribution to their protection and enhancement or to gain knowledge about them.
- 2.) The preservation of cultural heritage of an archaeological character including underwater cultural heritage in its original location in situ shall be considered as the first option before allowing or engaging in any activity, including a recovery or displacement. It shall not be commercially exploited, bartered or sold. This shall not be interpreted as prohibiting responsible public access, museum exhibition, exchange between museums or scientific research.

Rule 2. Rejection of Commercial Exploitation

- 1.) The commercial exploitation of cultural heritage of an archaeological character, including underwater cultural heritage, for trade or speculation or its irretrievable dispersal is fundamentally incompatible with its protection and proper management. It shall not be traded, sold, bought or bartered as commercial goods.
- 2.) This Rule cannot be interpreted as preventing:
 - a) the provision of professional archaeological services or necessary services incidental thereto whose nature and purpose are in conformity with the law and are authorized by the Competent National Authority;
 - b) the deposition of material recovered in the course of an authorized research project, provided such deposition does not prejudice the scientific or cultural interest or integrity of this material or results in its dispersal and is in accordance with Rule 21.

Rule 3. Mitigation of Adverse Effects

- 1.) Activities directed at cultural heritage of an archaeological character, including underwater cultural heritage shall affect them not more adversely than necessary for the objectives of the project.
- 2.) Non-destructive techniques and survey methods must be used in preference to excavation and recovery of objects. If excavation or recovery is necessary for the purpose of scientific studies or for protection, the methods and techniques used must be as non-destructive as possible and the preservation of the remains should be ensured.

Rule 4. Human Remains and Venerated Sites

- 1.) Activities directed at cultural heritage of an archaeological character, including underwater cultural heritage shall avoid the unnecessary disturbance of human remains or venerated sites.
- 2.) No public exhibition or media publication of human remains shall be made
 - a) against the pronounced wish of the family or State of origin of a deceased;
 - b) without scientific necessity or a considerable public interest, this being also the interest of public information and education;
 - c) without respecting the dignity of the deceased.

Rule 5. International Cooperation

International cooperation in the conduct of activities directed at cultural heritage of an archaeological character, including underwater cultural heritage shall be encouraged. It shall further the:

- a) exchange and use of historical, technical and scientific knowledge;
- b) exchange and use of archaeologists and other relevant professionals; and
- c) effectiveness of protection measures.

Rule 6. Content of Project Design

- 1.) Prior to the permission of any activity directed at cultural heritage of an archaeological character, including underwater cultural heritage, a project design shall be developed and submitted to the Competent National Authorities.
- 2.) The project design needs to include:
 - a) the project description and its objectives;
 - b) an assessment of previous or preliminary studies and the vulnerability of the site or objects;
 - c) the methodology to be used and the techniques to be employed;
 - d) the anticipated funding and its sources;
 - e) a timetable to assure the completion of all stages of the project;
 - f) the composition of the team and the qualifications, responsibilities and experience of each team member;
 - g) plans for post-fieldwork analysis and other activities;
 - h) a conservation programme;
 - i) a site management and maintenance policy for the whole duration of the project;
 - j) a documentation programme;
 - k) a safety policy;
 - l) an environmental policy;
 - m) arrangements for collaboration with museums and other institutions, in particular scientific institutions;
 - n) a report preparation;
 - o) a plan for the deposition of archives, documentation and recovered cultural heritage ; and
 - p) a programme for publication.
- 3.) The project design shall furthermore
 - a) demonstrate the ability to fund the project through to completion; and
 - b) include a contingency plan that will ensure conservation of cultural heritage and supporting documentation in the event of any interruption of funding or any interruption or termination of the project.

Rule 7. Compliance with the Project Design

- 1.) Activities directed at cultural heritage of an archaeological character, including underwater cultural heritage shall be carried out in accordance with the project design as approved by the Competent National Authority.
- 2.) Where unexpected discoveries are made or circumstances change, the project design shall be reviewed and amended subject to approval by the Competent National Authority.

Rule 8. Immediate Danger

In cases of immediate danger, urgency or chance discoveries, activities, including conservation measures or activities for a period of short duration, in particular site stabilization, may be authorized in the absence of a project design if this is in the interest of protection.

II. SPECIFIC RULES

Rule 9. Project Objective, Methodology and Techniques

The applied project methodology shall comply with the project objectives, and the techniques employed shall be as non-intrusive as possible.

Rule 10. Preliminary Work and Prior Assessments

- 1.) Any work preliminary to the start of the intended activity shall include an assessment that evaluates the significance and vulnerability of the concerned cultural heritage and the surrounding natural environment to be impacted by the proposed project, and the potential to obtain data that would meet the project objectives.
- 2.) The assessment shall also include background studies of available historical and archaeological evidence, the archaeological and environmental characteristics of the site, and the consequences of any potential intrusion for the long-term stability of the cultural heritage affected by the activities.

Rule 11. Funding

Except in cases of immediate danger to the concerned cultural heritage an adequate funding base shall be assured in advance of any activity, which needs to be sufficient to complete all stages of the project design, including conservation, documentation and curation of recovered artefacts, report preparation and dissemination.

Rule 12. Project duration – timetable

An adequate timetable shall be developed to assure in advance of any activity the completion of all stages of the project design, including conservation, documentation and curation of recovered material, as well as report preparation and dissemination.

Rule 13. Composition of the Team, Competence and Qualifications

- 1.) Activities directed at cultural heritage of an archaeological character, including underwater cultural heritage shall only be undertaken under the direction and control of, and in the regular presence of, a qualified archaeologist with scientific competence appropriate to the particular project in question.
- 2.) All persons on the project team shall be qualified and have demonstrated competence appropriate to their roles in the project.

Rule 14. Conservation Programme

The conservation programme for artefacts and the site shall be elaborated in close cooperation with the competent authorities and provide for the treatment of the cultural heritage during the activities directed at them, during transit and in the long term. Conservation shall be carried out in accordance with professional state-of-the-art standards.

Rule 15. Site Management Programme

A site management programme shall be elaborated in close cooperation with the competent authorities and provide for the protection and management *in situ* of the cultural heritage of an archaeological character, including underwater cultural heritage in the course of and upon termination of fieldwork. It shall include public information, reasonable provision for site stabilization, monitoring, and protection against interference.

Rule 16. Documentation

- 1.) The documentation programme shall set out thorough documentation including a progress report of activities, in accordance with current professional standards of archaeological documentation.
- 2.) Documentation shall include, at a minimum, a comprehensive record of the site, including the provenance of cultural heritage moved or removed in the course of the activities, field notes, plans, drawings, sections, and photographs or recording in other media.

Rule 17. Safety

- 1.) A safety policy shall be prepared that is adequate to ensure the safety and health of the project team and third parties and that is in conformity with any applicable statutory and professional requirements.
- 2.) In the case of activities directed at underwater cultural heritage safety measures have to include appropriate dive training for the project team as well as adequate technical and medical equipment.

Rule 18. Environment

An environmental policy shall be prepared that is adequate to ensure that the environment, including fauna and flora are not unduly disturbed.

Rule 19. Reporting

- 1.) Interim and final reports shall be made available according to the timetable set out in the project design, and deposited with the [Competent National Authority] and in relevant public records.
- 2.) They shall include:
 - a) an account of the project objectives;
 - b) an account of the methods and techniques employed;
 - c) an account of the results achieved;
 - d) graphic and photographic documentation on all phases of the activity;
 - e) recommendations concerning conservation and curation of the site and of any material removed; and

- f) recommendations for future activities.

Rule 20. Curation of Project Archives

- 1.) Arrangements for curation of the project archives shall be agreed to before any activity commences, and shall be set out in the project design.
- 2.) The project archives, including any material recovered and a copy of all supporting documentation shall, as far as possible, be kept together and intact as a collection in a manner that is available for professional and public access as well as for the curation of the archives. This should be done as rapidly as possible and in any case not later than ten years from the completion of the project, compatible with conservation of the cultural heritage concerned.
- 3.) The project archives shall be managed according to international professional standards and subject to the approval by the [Competent National Authority].

Rule 21. Public Education and Dissemination

- 1.) Projects shall provide for public education and popular presentation of the project results where appropriate.
- 2.) A final synthesis of a project shall be:
 - a) made public as soon as possible, having regard to the complexity of the project and the possible confidential or sensitive nature of any of the information; and
 - b) deposited in relevant public records.

ANNEX 3: Composition of the National Advisory Committee

The Advisory Committee mentioned in Section 3 (2) shall comprise of no less than five persons with expertise in the following areas—

- (a) a representative of the Ministry of Agriculture, Lands and Fisheries;
- (b) a representative from archaeology or Historical Archaeological Society;
- (c) a representative from the Ministry of Tourism;
- (d) a representative from the Port Authority;
- (e) representative from the Antigua and Barbuda Institute of Architects;
- (f) a representative from ADOMS, Coast Guard or Ocean Governance;
- (g) a representative from the University of the West Indies;
- (h) a representative from the private sector;
- (i) a representative appointed by the Minister.

ANNEX 4 List of Buildings, Sites or Objects which already qualify as National Cultural Heritage

Passed by the House of Representatives on
the _____, 2024.

Passed by the Senate on the _____, 2024.

Speaker.

President.

Clerk to the House of Representatives.

Clerk to the Senate.

EXPLANATORY MEMORANDUM

The Bill seeks to provide for incorporating into Antigua and Barbuda, the internationally accepted standards for heritage protection, making declarations of National Cultural Heritage, and in particular on the UNESCO 2001 Convention on the Protection of the Underwater Cultural Heritage and for the incidental and related matters.

The Bill is divided into ten parts.

Part I, Preliminary, Clauses 1 - 2:

Part 1 addresses preliminary matters of the Bill such as the short title and the interpretation of words commonly used in the Bill.

Part II, Competent National Authority, Clauses 3 – 5:

Part 2 designates the National Parks Authority to be the Competent National Authority for the purposes of the Bill, and defines its tasks. It also sets out the procedure to designate National Cultural Heritage.

Part III, Discovery, Report and Displacement Of Cultural Heritage Preliminary, Clause 6

Part 3 sets out the criteria on how cultural heritage should be handled if discovered or if activity is to be taken with respect to it.

Part IV. Permission of Activities and Permits, Clauses 7 - 9

Part 4 establishes the regime for the issue of permits with respect to activities surrounding cultural heritage, including the conditions that would allow the export of heritage from Antigua and Barbuda.

Part V. Underwater Cultural Heritage Beyond The Limits Of National Jurisdiction , Clauses 10 - 14

Part 5 illustrates what procedure be followed if underwater heritage is discovered outside the limits of Antigua and Barbuda's jurisdiction.

Part VI. Activities Incidentally Affecting Cultural Heritage, Clause 15

Part 6 stipulates certain requirements to be followed if certain activities such as property development is to be undertaken in an area with heritage.

Part VII. Ownership of Cultural Heritage , Clauses 16 - 17

Part 7 sets out the conditions surrounding ownership of heritage.

Part VIII. Enforcement, Clauses 18 - 21

Part 8 sets out the criteria for enforcement of this Act and establishes offences and penalties.

Part IX. Return Clause 22

Part 9 deals with the steps required to be taken for the return of illegally trafficked heritage.

Part X. Regulations

Part 10 permits the Minister to make Regulations to enable this Act to be more effective.

*Hon. E. P. Chet Greene
Minister responsible
for Foreign Affairs, Agriculture,
Trade Immigration &
Barbuda Affairs and
Minister with responsibility
for National Parks*



Photo 3: The location of Admiralty Development project site (red arrow) as seen from the bay and with the Dockyard precinct in the back.



Photo 4: The location of Admiralty Development project site (red arrow) as seen from Clarence House.



Photo 5: The location of Admiralty Development project site (red arrow) as seen from Clarence House.



Photo 6: The location of Admiralty Development project site (red arrow) as seen from Sherley Heights.



Photo 7: Satellite view of the WH site. The red arrow indicates the location of Galleon Beach project site and its proximity to the bay, to the Dockyard precinct and to Fort Berkely.



Photo 8: Bird's eye view of the WH site as seen from One Gun Battery/Middle Ground. The red arrow indicates the location of Galleon Beach project site and its proximity to the bay and to Fort Berkely.



Photo 9: Galleon Beach project site as seen from the ocean. The beach front existing and recently renovated are shown in the foreground.



Photo 10: Galleon Beach project site as seen from the ocean. The beach front existing and recently renovated are shown in the foreground.



Photo 11: Galleon Beach project site looking in, from the beach.



Photo 12: Galleon Beach project site looking in, from the beach.



Photo 13: Satellite view of the WH site. The red arrow indicates the location of Warehouse, Workshop and Office complex project site and its proximity to the Dockyard precinct and One Gun Battery/Middle ground.



Photo 14: Drone view of the Dockyard (provided by the NPA). The red arrow indicates the location of Warehouse, Workshop and Office complex project site and its proximity to the Dockyard precinct and to One Gun Battery/Middle Ground.



Photo 15: Photo provided by the NPA. In the foreground is the location of Warehouse, Workshop and Office complex project site.



Photo 16: Photo provided by the NPA. In the foreground is the location of Warehouse, Workshop and Office complex project site. The Dockyard and the bay in the middle. Clarence House and the surrounding hills in the background.



Photo 17: Photo provided by the NPA. To the right is the sewage treatment plant. To the left is the location of Warehouse, Workshop and Office complex project site.



Photo 18: Photo provided by the NPA. In the foreground is the sewage treatment plant. In the background is the location of Warehouse, Workshop and Office complex project site.

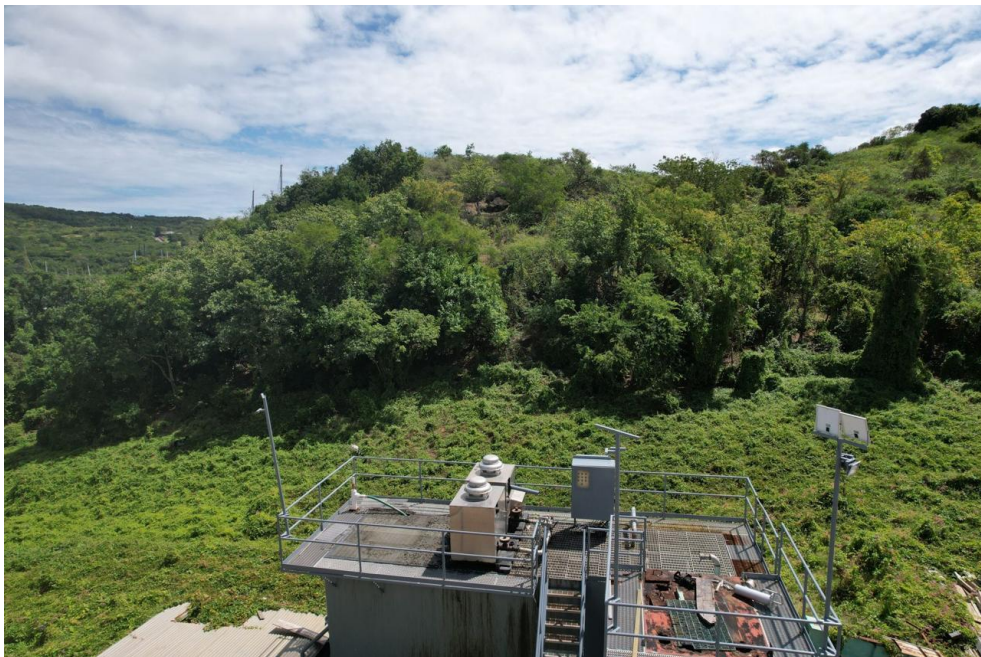


Photo 19: The Dockyard precinct as seen from the ocean.



Photo 20: The Dockyard precinct as seen from the ocean.



Photo 21: The Dockyard precinct as seen from Ordnance Bay.



Photo 22: The Dockyard precinct as seen from Ordnance Bay.



Photo 23: The Dockyard precinct. The Copper & Lumber building on the left. The Office Quarters building in the middle. The Pay Office in the far right.



Photo 24: The Dockyard precinct. The Copper & Lumber building on the left. The Clerk and Senior Officer's House on the right (Nelson's Dockyard Museum).



Photo 25: The Dockyard precinct. The Copper & Lumber building on the right. The Office Quarters building in the left.



Photo 26: The Dockyard precinct. The Copper & Lumber building on the right. The Office Quarters building in the left. The Pay Office in the far left.



Photo 27: Recently arrived signage for the management of the site. For some reason it lacks the WH Convention logo on it.



Photo 28: One of the many former military ensembles located within the property. Overall, they show an important deal of decay and deterioration. This particular one was undergoing stabilization process.



Photo 29: One of the many former military ensembles located within the property. Overall, they show an important deal of decay and deterioration. This particular one was undergoing stabilization process.



Photo 30: One of the many former military ensembles located within the property. Overall, they show an important deal of decay and deterioration. This particular one was undergoing stabilization process.



Photo 31: One of the many former military ensembles located within the property. Overall, they show an important deal of decay and deterioration. This particular has severe botanical-related decay and some of its structural components (lintel) are almost about to collapse.



Photo 32: One of the many former military ensembles located within the property. Overall, they show an important deal of decay and deterioration. This particular has severe botanical-related decay and some of its structural components (portion of the wall) are almost about to collapse.



Photo 33: One of the many former military ensembles located within the property. Overall, they show an important deal of decay and deterioration. This particular has severe botanical-related decay and some of its structural components (lintels) are almost about to collapse.



Photo 34: One of the many former military ensembles located within the property. Overall, they show uneven levels of decay and deterioration. Powder house (exterior).



Photo 35: One of the many former military ensembles located within the property. Overall, they show uneven levels of decay and deterioration. Powder house (interior).



Photo 36: One of the many former military ensembles located within the property. Overall, they show uneven levels of decay and deterioration. Powder house (interior).



Photo 37: Fort Berkely (as seen from the ocean) showing uneven levels of decay and deterioration.



Photo 38: Fort Berkely (as seen from the ocean) showing uneven levels of decay and deterioration.



Photo 39: Fort Berkely (as seen from the ocean) showing uneven levels of decay and deterioration.



Photo 40: Fort Berkely (as seen from the ocean) showing uneven levels of decay and deterioration.



Photo 41: Interpretation Centre at Dow's Hill Fortification and the multi-media presentation



Photo 42: “Rum in the Ruins” evening lecture at Dow’s Hill Fortification

