EVALUATING THE NOMINATION PROCESS OF WORLD HERITAGE:
HISTORIC DISTRICTS OF CARIBBEAN COUNTRIES

By

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A THESIS PRESENTED TO THE GRADUATE SCHOOL
OF THE UNIVERSITY OF FLORIDA IN PARTIAL FULFILLMENT
OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF HISTORIC PRESERVATION

UNIVERSITY OF FLORIDA

2017
Para mi Mamá
ACKNOWLEDGMENTS

I would like to thank my advisor and thesis chair, Morris (Marty) Hylton III, who has helped me through the entire process, for your continuous support and patience, who without I would not be where I am today. I would like to thank Dr. Tara Inniss-Gibbs for her time and for sharing her passion for Bridgetown. I would also like to thank my parents and friends for their support and encouragement. Especially my mom, who helped me remain focused and optimistic during my entire graduate career.
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In 2004, the United Nations Educational, Scientific, and National Organization (UNESCO) conducted the study called *Filling the Gaps – An Action Plan for the Future*. The study confirmed the under representation of certain regions, such as Latin America and the Caribbean, and the over representation of World Heritage sites within Europe. In the Caribbean, there are only twenty sites inscribed on the World Heritage list. In 2011, Historic Bridgetown and its Garrison was inscribed as Barbados first World Heritage site.

The countries within the Caribbean have several commonalities that contribute to the challenges of nominating a World Heritage site, such as addressing their colonial legacies, and strong socio-cultural traditions, among others. This thesis examines the case study of Historic Bridgetown and its Garrison as a historic district through a survey, interviews and nomination documents. Historic Bridgetown and its Garrison as a case study addresses the points of tension that can arise during the nomination process when taking into the consideration the many challenges that repeatedly take place in Caribbean countries.
CHAPTER 1
INTRODUCTION

The preservation of heritage sites arose from the recognition of their importance. From the movement of historic preservation several honorary lists have been created to aid in the preservation and resource management of heritage sites. Among these various lists the World Heritage List established by the United Nations Educational, Scientific and Cultural Organization (UNESCO) has been acknowledged as the honorary list at the international level. Through close examination, the World Heritage List’s nomination process has formed clear disadvantages for certain regions of the globe. The majority of these countries that have experienced such disadvantages have been from Global South countries. There is a need for the World Heritage nomination process to be analyzed. In this thesis, the nomination process was analyzed through the lens of the Caribbean culture and the significance of the concept of historic district of those island nations.

Historic districts are a key concept of historic preservation. The historic district is an area which is deemed to be of special significance in terms of their history, architecture and/or culture, and possess integrity of design, setting, materials, feeling, and association.¹

Historic districts are imbedded into the area’s cultural fabric. Historic districts can be within a city, town, suburban, or rural area. Historic districts can be recognized at multiple levels which include local, state, national, and international. The creation of historic districts is initiated by the recognition of the significance of the site. The establishment of a historic district at the local level begins after the site is deemed

significant and the local government creates a preservation ordinance, and establishes a preservation review board process typically informed by guidelines. National designation of a historic district in the United States usually involves placing the historic district on the National Register of Historic Places. However, a historic district is offered more protection under local law because the “prerequisites for local government creation of historic district depends on the language of each State’s Constitution and/or enabling legislation.”

The Concept of Historic Districts

The concept of historic districts has evolved with the development and maturation of the field of preservation. Early activities within historic preservation usually spurred by the threat of demolition and loss of historic properties provided the encouragement and the foresight to recognize the importance of a district. The realization that these threatened structures represented the communities’ heritage in physical form also became apparent. Historic preservation within the borders of the United States grew from a grass roots movement into a field recognized and supported by government in the mid-twentieth century when large portions of historic structures were being threatened by new construction.

Urban renewal was one of the forces that influenced the change in historic preservation. In the United States, the Urban Renewal Act was implemented in 1954. Urban renewal was created, in part, to restore property value without demolishing an

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entire area. However, the form of urban renewal that was performed was that of demolishing and rebuilding. In historic preservation, urban renewal changed the concern of protecting a single property to the concern for the protection of districts and neighborhoods.

The protest was in part due to the realization that with the loss of these structures, part of the history of the place would be lost with it. Historic districts were designed, in part, to protect, simultaneously, a collection of buildings within a bound area. The boundaries of historic districts were a shield around the many individual structures. Historic districts developed into a way to preserve not only the specific sites but the built environment and context that surrounded and connected individual properties and buildings, and the sense of place they collectively formed.

The very identity of a historic district comes from its intertwined relationship with the resources that lay within its boundaries. By preserving each of the elements within the historic district boundary the sense of place and the character that defined the space is preserved as well. The character that is preserved by the designation of historic districts becomes a feature that individuals can sense when they are present in a historic district. While the historic districts fulfill their original purpose of protecting the sites within its boundaries it has preserved more than just the tangible.

**Historic Districts in the United States**

Historic districts in the United States were first designated in the earlier half of the twentieth century. The concept of historic districts considering the amount of effort and financial resources needed seemed unrealistic especially when it already was difficult to preserve a single property. It became a possibility with the sponsorship of individuals that were wealthy enough to commit such large amounts of capital. Williamsburg with
the commitment of the Rockefellers was an early example. However, Williamsburg was a creation of a historic district instead of forming one from the existing physical environment. The idea of a historic district, after the success of Williamsburg, was viewed as a way in which towns and cities could generate resources by the creating their own tourist attraction. Various towns, such as St. Augustine, Florida, Portsmouth, New Hampshire, and Plymouth, Massachusetts, among others experimented with the idea of turning their historic district into the “Williamsburg” of their region.  

In 1931 the first local historic district was established in Charleston, South Carolina. This first historic district preceded the federal government in the creation of historic districts. It was significant in the establishing of historic district because it was designated with a long-term plan and not just as a tourist attraction. Charleston proved to be a noteworthy example of historic districts because of the process that was developed to ensure the survival of the historic district. Charleston utilized nearly all of the most important urban preservation techniques: private restoration programs by real estate agents, historical zoning and a board of architectural review, a careful survey of architectural followed by extensive publication, and the creation of a foundation that could utilize a revolving fund to preserve and restore many old buildings.

The historic district of Charleston was followed by the designation of the French Quarter (also known as Vieux Carre) in New Orleans (1936) and then the city of

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Philadelphia (1955). As the concept of historic districts grew other factors began to be incorporated into the interpretation of historic districts, such as sense of place, especially in local and regional areas.

In the United States, a historic district is defined as a group of buildings or sites that have been deemed as historically or architecturally significant. These districts in the United States exhibited “quality and integrity of their architectural legacies” and were associated with major events or significant people in American history. Today, there are several characteristics that make historic districts visible even to individuals with little knowledge about preservation.

**Tangible and Intangible Values**

These characteristics that define a historic district are both tangible and intangible, physical and socio-cultural. When exploring the way in which historic districts are formed especially in Western countries more attention and explanation is spent on the aspects that are tangible. While the tangible aspects, for those involved in heritage work, are easier to document and research however it is not the root of what makes a resource significant. In any type of preservation work, the significance of an object, whether it is a single artifact or an entire building, is determined by the values associated with it.

As described by Dirk H.R. Spennemann,

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Heritage places are valuable. But objects, places, and resources have no intrinsic value per se. Individuals project value onto an object…based on their own needs…shaped by their current social, cultural, and economic circumstance, which are informed…by an individual’s personal history of experiences, upbringing and… formation.\textsuperscript{10}

Preservation is a field that requires a lot of time and resources. As a society people generally only preserve what they deem significant. The significance or value that is the very reason for preservation is determined in large part by the intangible characteristics that are often over looked in the designation process. In historic preservation, there has been a gradual shift from focusing on the tangible to attempting to be more inclusive with the intangible aspects of the site.

In 1979, the first Burra Charter was adopted. The Burra Charter states that cultural heritage sites need to be preserved because they represent the expressions of the identity and experiences of the people of the community. Through understanding the importance of the intangible aspects of the site, the Burra Charter became one of the first documents to express that cultural heritage conservation was more that the preservation of the tangible. The Nara document adopted in 1994, also expanded on the intangible concerns within cultural heritage. The Nara document stated that the conservation of heritage was rooted within the values attributed to the heritage of the site being preserved.\textsuperscript{11} In addition in 2003, the United Nations Educational, Scientific and Cultural Organization (UNESCO) developed the Intangible Cultural Heritage list.\textsuperscript{12} The


\textsuperscript{11} The Nara Document on Authenticity. (2007). UNESCO

Intangible cultural heritage list is a companion to the original UNESCO World Heritage list.

Intangible characteristics that are the base of a preservation work are often missed because the values through which we interpret heritage have become confused with the object itself. It is critical that these intangible values be represented and clearly understood. For this reason and others, values based approaches to heritage management are becoming more prevalent. The intangible values are intertwined with social and cultural issues of the communities that they are a part of. The interpretation and telling of history holds an enormous amount of weight and responsibility. It carries the power to legitimize or de-legitimize the identity and memory of a community. This responsibility cannot be taken lightly, especially in unrepresented communities throughout the world.

In the evaluation of the significance that is determined in historic sites many factors play a role. They can be divided into tangible and intangible factors. In regard to historic districts, it is during their formation that these intangible and tangible factors are initially determined. However, one of the challenges is that values are dynamic, they change from generation to generation. Further, values associated with historic districts are not typically re-evaluated as part of the preservation process.


The values associated with historic districts which are the reason that historic districts have significance are often understood to be present but not always known because they have not been voiced. With the physical structure, it is easier for these values to be articulated because it something that can be seen by all, giving an immediate understanding.

With values that are social and cultural it not as easy for everyone to understand. Identifying and articulating a community’ social and cultural values depends, in part, on the individual documenting the values and their personal experiences and tolerance. Other intangible values may be closely tied with everyday occurrences and may not be given the importance of being voiced as a value when in fact their value may be crucial to how the community functions. No matter the type of intangible values, generally it will require more effort and time to assess than tangible values. However, when intangible values are identified and assessed it can be easier to understand which pieces have been missed within the explanation of significance.

The lack of intangible values being properly articulated in association with historic districts has contributed to points of tension. Through the exploration of the values associated with historic districts it will be easier to understand the importance associated with the historic district. Management plans can be developed for the preservation of both tangible and intangible features of the site.

Historic preservation researcher and professor Randall Mason, among others, offers an approach for helping resolve these challenges that arise from working with intangible values. He describes it as a strategy for attempting to holistically understand the unique conditions of each individual site as well as being able to address the
contemporary and historic values of the site. The value centered approach as a preservation technique provides a common foundation to address current challenges. As mentioned previously, solutions to present challenges can only be attended to after the articulation of what is valued by the community. Mason organized values into two categories, economical and social-cultural.

The value centered approach offers a strategy to begin bridging the disconnect that is found between communities and historic districts. When evaluating historic districts at a global level, similar values begin to reappear in certain regions of the world based on commonalities such as language, history, and culture. This is seen during the nomination process of World Heritage sites.

A World Heritage site is nominated by a state party within UNESCO. The state party first makes an inventory of its important cultural and natural heritage sites, creating a tentative list. The state party can then choose from their tentative list and present a nomination file. After its submission, the World Heritage Centre reviews, checks for its completion, and sends it to Advisory Bodies. The Advisory Bodies are composed of the International Council of Monuments and Sites (ICOMOS) and the International Union for Conservation of Nature (IUCN). Once evaluated the World Heritage Committee decides on the final decision for its inscription. The research presented in this thesis focuses on the Caribbean under the understanding that many of the countries with the region have certain commonalities and face similar challenges during the inscribing of World Heritage.

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A Caribbean lens was applied to the research because of the under
representation of World Heritage within Latin America and the Caribbean. For this
thesis, the Caribbean is defined as the region within the Caribbean Sea, including the
islands that are a part of the West Indies.\textsuperscript{16} Within the Caribbean there are twenty World
Heritage Sites. Of the twenty sites, fifteen are cultural heritage sites. Of the cultural
heritage sites three are a type of historic urban center, two are a type of fortification, and
another six which are a combination of a both.

The Caribbean was specifically chosen because the region has several unique
qualities and challenges. Caribbean nations in relation to other countries have remained
somewhat isolated. This has helped preserve strong cultural identities. The Caribbean
was also chosen for the research because of its contested histories which can affect the
preservation of heritage, specifically in relation to colonialism and slavery. By focusing
on a specific region such as the Caribbean, a base of understanding to complement the
value centered approach can be created.

The case study chosen for the research concentrates on the World Heritage site
of Bridgetown, Barbados. As a recently inscripted World Heritage site, the process of its
designation is still present within the Barbados World Heritage Research Team
members’ memory that documented its nomination. Bridgetown was inscribed in 2011,
and has brought attention to the need for more World Heritage sites within Latin
America and the Caribbean. Bridgetown offers a consistent viewpoint of a British
colonial city as a result of being under an uninterrupted British rule for 350 years. The
historic district is mix of African and British roots, craftsman-ship and lifestyles.

This thesis uses case study analysis to evaluate the nomination process for a Caribbean World Heritage Site. In the case study of Historic Bridgetown and its Garrison, it was determined that the nomination process was a top down approach begun with the Cabinet of Ministry, that establishes the Barbados World Heritage Committee. From this committee, the Barbados World Heritage Research Team was formed and were responsible for the written nomination. The Barbados World Heritage Research Team determined its significance and Outstanding Universal Values by articulating the site’s tangible and intangible values.
CHAPTER 2
LITERATURE REVIEW

The concept of historic districts was created in part from the need to protect multiple properties that collectively define a neighborhood or area and help give it a sense of place. As defined by urban historian D.A. Hamer:

Historic districts are areas which are deemed to be of special significance in terms of their history, architecture and/or culture, and possess integrity of design, setting, materials, feeling, and association.¹

Historic districts protect the individual sites as well as the key features and surrounding context, including infrastructure and public spaces, and landscapes features.

Historic districts are composed of many integral parts. Apart from their sense of place they reveal an overarching history usually starting at the beginning of the area’s inception to present day. Since the history that is interpreted from these sites is spread throughout the city or town these interpretations can be from multiple perspectives. Historic districts are composed of multiple properties, each with their own stories, yet at the same time they are connected in web of a larger narrative that connects them.

The character of each historic district creates a sense of place for the people of the community, and a feeling of belonging and ownership. Unlike a single historical site that is understood within its boundaries, a historic district grows and develops further with the community and all the elements that it is made of. The features that define the historic district’s character are the key elements that connects them to the living community. The sense of place that is created from the character of historic districts

evolves as each generation accepts it as part of their community and their personal history. Since historic districts are integrated within a city or town many more factors influence its maintenance and preservation.

The historic districts that are designated today are maintained and preserved because they are considered a vital aspect of the living community. The main people involved with maintenance and preservation of the historic districts and its contributing buildings and features fall to its stakeholders and community members. The stakeholders and its community members give the historic district its cultural significance. Randall Mason defines cultural significance as “an articulation of heritage values.” These values that are attributed to the site are the underlining reasons that the site was considered to be a historic district in the first place. It reiterates the sense of belonging that the community has and how it has become intertwined with the history of the site.

What are the Values?

Identifying stakeholders and assessing values is a critical first step in preserving historical and cultural resources including historic districts. Values articulate the reason or reasons for why a property or properties are significant and worthy of preservation. Values are also critical to the form in which sites are managed and continuously preserved. They can be used in a value-based approach to heritage management. Understanding the types of values that are associated with a historic district can also provide insight into the social and cultural makeup of residents. The values that are

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given to the site by stakeholders and the community determine the way in which the site will be managed and what preservation efforts will continue.

Defining Value

The term significance carries different meanings however in regards to heritage preservation, significance refers to the qualities and characteristics seen in things, whether as actual or potential. Significance refers to the “totality of heritage values associated with an asset that together identify why it is important.”

When trying to assess the value on a particular building or object it is difficult to describe the value in just one form.

It is then the sense that the built heritage embodies and represents a range of, often complex, sometimes conflicting, values that bring benefits, which is behind the idea of conservation.

Values are understood in multiple contexts such as social, historical or religious, among others. Heritage has multiple values which can be assigned by different stakeholders. The values associated with historical sites are formed through the combination of the ideas of the people that claim the site as their own. These values are not static; they change over time.

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The assessment of values is a useful way of understanding the contexts and social-cultural aspects of heritage preservation. Through the analysis of the values associated with the site, better management and preservation plans can be created. However this is only achieved by first identifying the values, describing them, integrating them and defining which may have a greater priority within the community members and its stakeholders.\(^7\) The assessment of values in the past has been difficult usually because one value takes center stage above the rest or the values are blended together to be used for the statement of significance for the site.\(^8\) Other difficulties in assessing values include the method in which heritage work was initiated, either through a top-down or bottom-up approach. In addition, values may not be properly assessed if experts do not include the community.

In the first scenario, the highlighted value dominates the other needs for the site affecting its preservation and proper management. If the second scenario happens it diminishes all of the values making them seem irrelevant. There are many types of values associated with historic sites, the first step is to identify the stakeholders and assess the values the various stakeholders associate with them to then have an effective process to preserve and manage historical sites. Each type of value needs to be understood separately to then integrate them into a successful plan. By viewing each type of value individually each group involved within the site can be heard.

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As described by Randall Mason in *Assessing Values in Conservation Planning: Methodological Issues and Choices*, public values are understood in two forms either as ideals that serve to guide future actions or as the positive characteristics and qualities of the resource. Mason focuses on the latter. The use of the term value, however, can lead to the question of “What is the [ultimate] value of the object?” Values are subjective and each historical and cultural resource has multiple types of values; therefore, values cannot just be calculated. Mason offers a typology of values to begin the discussion of how values play a role within heritage preservation. The typologies suggest a common foundation for preservation practices.

Values associated with a site are not fixed, but rather dynamic. Values evolve over time as the stakeholders change. One generation may be extremely connected with a site while the next may not. The value of the site is only retained if the community continues to give it value. The values that are associated with historic and cultural sites vary, at least in part, because they are based on the many types of interactions that individual stakeholders and the community has associated and continues to identify with.

**Listed Values**

In *Assessing Values in Conservation Planning: Methodological Issues and Choices*, Mason identifies and organizes each of the types of values that can be associated with a resource. Through Mason’s explanation there are ten different value

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types that address the tangible as well as the intangible aspects of the site. However, each historical site is different and not each site will have every one of the listed values. Mason’s suggested typologies are not a system that works perfectly in every situation instead it is a guide to lay a common foundation for better preservation practices. The value types are divided into two subcategories, those that are socio-cultural and those that are economic. The socio-cultural values often overlap. They are less rigidly defined and subjective in comparison to the economic related value types.

Socio-cultural values are values attached to an object, building, or place because it holds meaning for people or social groups due to its age, beauty, artistry, or association with a significant person or event or otherwise contributes to processes of cultural affiliation.\footnote{Mason, Randall. (2002). Assessing Values in Conservation Planning: Methodological Issues and Choices. The Getty Conservation Institute, Los Angeles.}

According to Mason there are five values that are socio-cultural: historical, cultural/symbolic, social, religious and aesthetic. The values within this category, as previously mentioned, often overlap. Socio-cultural category represents the core of preservation because its values are directly attached to place. These values represent the importance of why places and resources hold meaning. Place attachment, defined as “an emotional impact of one place that people are attracted to it by emotional and cultural bonds,” is imbedded into the foundations of the values within the Socio-cultural category.\footnote{Ayvazian, S. & Majid, M. (2013). “Sense of Place” and “Place Attachment” A Comparative Study. International Journal of Architecture and Urban Development Vol. 3, No. 1.}
The Historical value is based on its ability to create a relation from people.\textsuperscript{12} It is the first value within the Socio-cultural because the history of a site is at the base of what is historic preservation. This reaction usually is a result from the “age of the resource or site, its connection to a person or event, its rarity, its technology or the potential for further documentation.”\textsuperscript{13} The historical value presented by Mason can be further divided into two subcategories, academic and artistic. The academic subcategory of the historical value represents the potential to gain further knowledge in the future such as archaeology, and material analysis, among others. The artistic subcategory focuses on the rarity of the resource and being seen as the best example of its kind, such as an outstanding example of architectural style.

The Cultural/Symbolic value aligns closely with the historic aspect of heritage preservation. Mason states that history and heritage are core elements of all cultures therefore cultural values are the very notion of heritage. This value is best explained as the values that are representative examples of culture but are not necessarily historic.\textsuperscript{14} Cultural values are used to connect the historical aspects of the site to the current day. Cultural values can reference history, politics, or ethics, among other contextual determinants. This value often promotes and defines an ethic-group’s identity especially when the community does not have a strong religious influence.


The Social value of heritage preservation makes possible and provides the opportunity for the development of social connections, networks, and other types of relationships.\textsuperscript{15} This value focuses on relations and activities that are not central to the historical aspect of the site. Instead it focuses on spatial aspect of the resource such the individual’s place attachment.

The Spiritual/Religious value is sometimes associated with the site. This value will be present if the site is viewed as having spiritual or some type of sacred meaning. This value can be formed from religious teachings and practices from an organized religious group. It can also be formed from the experience relating to senses such as wonder which is cause from being at the site.\textsuperscript{16}

The Aesthetic value has several qualities. This value is most commonly understood as referring to the physical or visual quality of the site. Another quality under the aesthetic value is the design or evolution of the site or structure.\textsuperscript{17} While this value is most commonly describe through sight it is also formed from the other senses as well, such as smell, sound and feeling. The aesthetic value is one of the most personal of the value types since a person’s sensory experience is unique to each individual.

The second subcategory is the Economic values. The economic values may overlap with several of the socio-cultural values. However, they are defined through economic analyses. They are seen "through the lens of the individual consumer and


firm choice [such as its utility] and are most often expressed in terms of price.” The values under the economic subcategory can be considered in terms of market prices or collective decisions working for the public good. Mason describes economic values as either private/ market values and public/ non-market values.

The Use/Market value is best understood as being assigned a price. Use value refers to the goods and services that come from the historic site that are tradable or priced in the current market. Examples of the use value at a historical site may include admission, items sold at the gift shop and the salary of the workers. These values are expressed in terms of currency and are influenced by the market.

The Nonuse/ Nonmarket value are an economic value that cannot be traded in the market and are often difficult to price. Nonuse values are the type of economic values that often overlap with socio-cultural values the most. Mason explains that nonuse values are classified as an economic value type because resources and money were spent to acquire them. Nonuse values are important because they are described as the public-goods aspect of heritage. Within the nonuse value there are three closely related values that influence economic decisions.

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The first of these three is the Existence value which states that individuals value a heritage site or object for its existence.\textsuperscript{22} For the existence value the individual does not have to have an interaction with the site. The second is the Option value which states that an individual values the heritage site because they may have some interaction with the site in the future.\textsuperscript{23} They value the site for the option that they have. The third is the Bequest value which states that the individual values the site because they would like to pass on the heritage site and its assets to future generations.\textsuperscript{24}

**Value Centered Preservation**

By understanding each of the individual values a framework can be developed for better preservation practices. In Mason's article, *Theoretical and Practical Arguments for Value Centered Preservation* these individual values are combined to create value centered planning and management. Value centered preservation is a model of planning within preservation that focuses on the heritage site “with the primary purpose of protecting the significance which is drawn from the [associated] values [of the resource]”.\textsuperscript{25} Value centered preservation is a strategy for working with new challenges in preservation that arise from the responsibility of protecting the physical environment and the social memory that is a part of it.


Value centered preservation provides a process for preservationists to incorporate and engage changing significance as part of ongoing management of historical and cultural resources. Socio-culture and other contexts evolve and values change. As values change they need to be reassessed to help inform policies that guide decisions and inform practices in the field. Value centered preservation places a priority on understanding why the resource is valuable and how to maintain its value.\(^{26}\)

Mason argues that value centered preservation is a step forward from traditional preservation practices. In using this approach there are several benefits and complications that arise. Value centered preservation allows for a more complete understanding of the site since it addresses and acknowledges the fact that historical sites have a whole range of different values associated them. It does not limit its practices and understanding to just its age or visual appearance. Value centered preservation allows for the inclusion of all stakeholders, including government, citizens, experts, and communities, among others.\(^{27}\) Value centered preservation strives to include as many stakeholders as possible. Engaging a wide range of stakeholders also helps provide political and economic support, among other types of support.

Value centered preservation is founded on holistic understanding of the site’s values. Considering all the values associated with a resource is critical for informing successful management strategies. According to Mason, holistic and well supported preservation results in the success and longevity of preservation plans. Value centered

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preservation also demonstrates the missing knowledge of the historic environment and its usage. To establish a balanced values assessment, experts need to take responsibility of what they know as well as what knowledge may be lacking.

**Benefits and Challenges**

While there are benefits to using the value centered preservation approach there are also challenges. The myriad of potential values can make them difficult to identify and articulate. Looking back on the discipline, preservation has been focused on the historical and the aesthetic values leading to the lack of acknowledgement towards the other values present.\(^{28}\) While the historical and aesthetic values are central to the discipline, preservationists must include other values since it is the part of field’s responsibility to manage the built environment as well as the social memory connected to the physical fabric that it is protecting.\(^{29}\) It is important to consider all values, not only the historical and aesthetic values; because resources embody intangible values. Preservation has begun making strides forward to engage a myriad of stakeholders and communities. Such strides have been made through the adoption of the Burra Charter in 1979 that defined cultural significance. “Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations.”\(^{30}\) Experts need to consider the values of all stakeholders, and not just those of key decision makers.


\(^{30}\) Burra Charter. (1988). Australia ICOMOS
The process of engaging the community can be a daunting task and requires financial and other resources, and time to develop a sound engagement approach. Value centered preservation aids the process by informing strategies and providing methods and tools. It gives experts a way to view all the possible perspectives that the community may have and what values they may have associated with the site. Being aware of all the values associated with a historical site strengthens preservationists’ ability to voice their goals and be able to be heard when other usages that heritage sites may have are seen as a priority.

Working with a valued centered preservation approach keeps preservation relevant to the present. The values listed by Mason are either contemporary values, social and economic, or traditional heritage values, aesthetic and historical. The issue is to bring both contemporary and traditional values together into a framework that can aid in the decision-making process. For preservation work to remain relevant to current day society and address their social needs both sets of values must be acknowledged and worked with.\(^{31}\) Experts are frequently trained to view sites through traditional heritage values and significance criteria. Understanding how the public value historic sites for nontraditional heritage values is necessary to connecting our reasons for preserving a site to other plans that are not heritage based.\(^{32}\) Value centered preservation can help connect preservation goals to current day society’s needs and goals.


World Heritage

UNESCO, the United Nations Educational Scientific and Cultural Organization, was established in 1945 and is an agency that is part of the United Nations. UNESCO was formed with the goal of contributing to the peace and well-being of the world through the collaboration between nations through education, science, culture and communication. In light of the destruction and devastation of World War I the idea of creating an international movement for the protection of heritage emerged. In 1972 UNESCO created the World Heritage Convention which combined the conservation of nature and the preservation of cultural sites. The Convention led to the establishment of the World Heritage List.

The nations that believed in the mission of the World Heritage Convention joined and became state parties. State parties pledge to protect the World Heritage Sites within their borders and its national heritage. There are currently 192 state parties that have joined the Convention. The Committee that was formed by the Convention is made up of 21 of these state parties. These 21 state parties are elected at the General Assembly and serve a four-year term. The World Heritage Sites inscribed on the list are considered universal heritage of the world that needs to be protected for future generations.

UNESCO is seen as the organization that has brought forth the dominant intellectual and policy framework for conservation work throughout the globe.

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35 Smith, L (2013). 'The Intangible Cultural Heritage Convention, a Challenge to the Authorized Heritage Discourse?', 2013 IRCI Meeting on ICH - Evaluating the Inscription Criteria for the Two Lists of
result it has defined the ways in which heritage has been understood and practiced. Since the Convention began the World Heritage Sites that have been inscribed have largely been from developed countries located in Europe. Currently Italy, for example, has fifty-one sites, Spain has forty-five, and France has forty-two. Numerous factors contribute to this regional unbalance between the amount of listed sites.

Europe has had over 100 years of protective legislation for their heritage. Developed countries, like European countries, and Global North Nations, have an advantage since they have a longer documented history of their heritage. The fact that a larger amount of their heritage was built in stone and has remained in intact also contributes to a greater number of listed buildings from these countries. In comparison, younger countries, usually countries that are located at or below the equator, Global South Nations, do not have a long-documented history of their heritage. Although Global South Nations are aware of the value of their heritage sites they have many challenges such as changes in government and financing.

In the process of designating a UNESCO World Heritage Site, Global North Nations often become allies since their interests are similar, leaving Global South Nations at a disadvantage. Global North Nations either form allies deliberately or just because they regularly vote the same. There has been known deals to have happen


between Global North Nations and a Global South Nation in exchange for something beneficial in return.\textsuperscript{38}

In response to the criticism that the World Heritage focuses its attention its European heritage, UNESCO has made the call to have more sites inscribed from countries that were under represented on the List. In 2004, the Caribbean Capacity Building Programme (CCBP) was created and endorsed by UNESCO as part of the Caribbean Action Plan for World Heritage.\textsuperscript{39} The CCBP was formed to respond to the lack of capacity and expertise needed for protection and management of the World Heritage Sites in the Caribbean and Latin America.\textsuperscript{40} Since 2004, CCBP designed six different modules to aid in the training. The goal is long-term training that helps create a Caribbean network of experts focused on cultural heritage management.

\textbf{Caribbean Lens}

The Caribbean region is very diverse, comprised of a variety of cultures, languages, and ethnicities. The Caribbean is composed of 28 island nations in which about half are considered territories of other countries and the other half are independent nations; each nation having a different economic situation. The physical sizes of most of these nations are generally small making it extremely difficult for nations to maintain an economic stability from local products and resources. In addition, the historic exploitation of other nations depleted resources and impaired, if not removed, potential economic generators for some nations. Many island nations rely


\textsuperscript{39} UNESCO. Caribbean Capacity Building Programme (CCBP). http://whc.unesco.org/en/activities/475/

\textsuperscript{40} UNESCO. Caribbean Capacity Building Programme (CCBP). http://whc.unesco.org/en/activities/475/
heavily on the importation of goods to meet the demands and needs of their people. Since Caribbean countries have limited resources they have come to rely on tourism. Economic growth has also been slowed by the regions constant threat from natural disasters, such as hurricanes.

In comparison to many other European state parties within UNESCO there is a lack of representation of Global South Nations such as the Caribbean. Currently there are only twenty World Heritage Sites throughout the Caribbean. Value centered preservation is a general framework to be applied to various situations. When applying this framework to the Caribbean it needs to be acknowledged that the Caribbean presents a unique set of challenges that need to be taken into consideration. These considerations are distinct to the Caribbean and provide a different perspective to the values framework. The type of challenges that experts will encounter include, among others, economic issues, lack of professionals on site, and contested colonial histories.

The diversity of the Caribbean region attributes to the differences in the economic systems as well as the number of experts that are able to contribute to the safeguarding of the historical sites. While the local populations within the Caribbean may value their heritage and the sites that represent them, there may have not been an educational opportunity for people to understand that there is a discipline that protects heritage. The lack of heritage experts within the Caribbean may be heavily tied to the economic system of the country itself. If a particular Caribbean country is not in the
economic position to fund heritage projects, it is most likely that they are focusing their resources into the basic needs of the people.\textsuperscript{41}

Besides the lack of heritage experts and economic issues one of the most difficult challenges is working and understanding the colonial history of the Caribbean and how it attributed to the heritage of each of these nations. It is an ongoing issue that effects how local communities view their nation’s history and what is part of their own heritage. The colonial history of the Caribbean began through the expansion of European countries in the New World, conquering parts of North America, Caribbean, Central and South America.

The Spanish were the dominant power, especially in the Caribbean. Besides the Spanish, the Caribbean was colonized by the English, French, and Dutch. These countries expanded their nations into the Americas for the acquisition of land, gain of natural resources, and spread of religious beliefs, among others. Each of these nations developed a trade route that ran throughout the Caribbean. These routes would begin at their country of origin and travel down to the east coasts of Africa to gain the proper winds to cross the Atlantic Ocean. These routes continued through the Caribbean making several stops at several ports and traveled up the coast of North America to gain winds to cross the Atlantic once more to return to their country.\textsuperscript{42} Each of the nations within the Caribbean had several ports for trade and for the protection of maintaining their territories from other foreign nations.


The colonial history affects the heritage that is present in the Caribbean. There may be a difference in how the colonial history is accepted in by the local population and if they actually embrace it as their history. Colonial heritage sites may be view as not part of the local community’s heritage, instead seen as the colonizer’s and oppressor’s history. While this is not the case in every Caribbean nation it something that heritage experts must be aware of and properly acknowledge in the nations that do view heritage sites in this way.

If heritage experts are not local, they need to understand how the local population views the heritage site. The local population may make a clear distinction of what their heritage is and chose to exclude the colonial history. The local population may feel that they are not a part of the colonial history and heritage. As a result of feeling a disconnect and perhaps only seeing the colonial period for its dark history there remains a firm division of what is part of their heritage.

The acceptance or rejection of colonial heritage sites as part of the local community’s heritage is closely related to the social class system that developed because of colonization. In many Caribbean nations, the European and Native roots are highlighted while African roots are often denied. Many Latin American and Caribbean countries went through long periods of being embarrassed about how black they were…[some] underwent a period of whitening, when they wanted to obliterate or bury or blend in their black roots. Each [country] then, had a period when they celebrated their cultural heritage but part of multi-cultural mix and in that multi-cultural mix, …the blackness got diluted,

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blended…Color and race are defined in strikingly different ways in each of these countries.45

**Bridgetown, Barbados**

While there are many nations within the Caribbean that could serve as an example however, this research will focus on the historic district of Bridgetown, Barbados. The historic district of Bridgetown serves as a starting pointing for understanding how to incorporate value centered preservation and its framework for the Caribbean. Bridgetown was chosen because it was recently inscribed on the World Heritage List in 2011 and represents many of the challenges of managing historic districts in the Caribbean context. The study of the values of the historic district of Bridgetown is important because it can be part of the goal for the outreach for the betterment of Caribbean nations' heritage practices and management.

**The History of Barbados**

Barbados is an island located in the most eastern part of the Caribbean. The island is approximately 167 square miles and is composed of 11 parishes. The capital, Bridgetown is located within St. Michael's parish at the south-western coast of the island. The World Heritage site of Bridgetown curves around Carlisle Bay to include the area around Careenage River and extends south to the Garrison and St. Ann's fort. Bridgetown has several examples of British colonial buildings that have remained intact and have kept their integrity. One of the main causes for this is that Barbados remained under an uninterrupted British rule for 350 years, giving Barbados the nickname of

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“Little England.”\textsuperscript{46} Barbados became independent in 1966. The island is said to be named after the roots of the ficus trees located on Barbados, because they appear beard-like.\textsuperscript{47}

The island was named Barbados in 1536 by Pedro de Campos, a Portuguese explorer.\textsuperscript{48} The Portuguese used the island before the arrival of the British, however they never settled on the island. The British arrived in 1605 by the ship named the Olive Branch. The first British settlers were sponsored by Sir William Courteen in 1625 and arrived by a ship named William and John, named after Captain John Henry Powell.\textsuperscript{49} The first town in Barbados was established in 1627 and was named Holetown. Bridgetown, the capital, was founded the following year.

“The British colonial elite preferred its luxuries in the country side.”\textsuperscript{50} Therefore their towns were mostly trading centers and ports. Their towns “architecturally remained low in sophistication in comparison to those of the urban-minded Spanish.”\textsuperscript{51} The dominant style during the British colonial period was Georgian. The British wanted the comforts of England and built with little consideration for the climate.

Bridgetown, the capital was part of Britain’s three naval dockyards which also included Port Royal in Jamaica and English Harbor in Antigua. The Garrison of

\textsuperscript{46}Hoyos, F. A. (1978). Barbados, a history from the Amerindians to independence. London: Macmillan.

\textsuperscript{47}Hoyos, F. A. (1978). Barbados, a history from the Amerindians to independence. London: Macmillan.


Bridgetown includes Fort Ann and Fort Charles. While Fort Ann is further inland, Fort Charles is located on Needham Point to defend Carlisle Bay. The historic district of Bridgetown along with its Garrison is part of a regional economic community. Barbados was the first British colony in the Lesser Antilles and became its most important and prosperous island. Barbados had much prosperity throughout the seventeenth-century until 1675 as a result from an unnamed Hurricane. It also became the British military base of command for all of the eastern Caribbean. The Garrison is located one mile from the center of Bridgetown, and was chosen strategically. It was naturally protected by the cliff where it is located on while also having a broad view for its defense.

Bridgetown had a strong Dutch appearance since the Dutch traded consistently through the area. Trading increased with the Dutch through the exportation of sugar. Many of the buildings that were influenced by the Dutch were built with wood and most did not survive the many fires that happened in Bridgetown. The lost buildings would have been gabled or stepped-gable in style. They would have been tall and narrow, usually two story buildings. There a few remaining examples, the most well-known is the wooden and stone Dutch windmill that was used for grinding sugarcane.

Historic Bridgetown represents the urban development that was created by the British during the colonial time period. While Bridgetown is the capital today, its historical importance is heavily tied to its fortification and its maritime development.

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Bridgetown grew into a larger port it became a point of extreme importance for the protection of power for the British presence in the Caribbean and defensive point for the Royal Army and Navy. Bridgetown became a major port that advanced the British network of trade, because of its location and ties to the economic stability of the British trading route. Bridgetown was known as the British headquarters for the Royal Navy and Army. As a result, its development as a port, fortification, and city layout became the example for other British colonies within the Caribbean. Today it has retained a high level of integrity. The population of the Bridgetown during its colonial period held several different social and religious groups; however, the largest population that remained was the enslaved.

**Historic District of Bridgetown**

The historic district of Bridgetown is described in its World Heritage listing as a town that was built and expanded through Seventeenth, Eighteenth and Nineteenth century. It is characterized by its listing as a serpentine urban lay-out instead of a grid plan that is traditionally seen in Spanish or Dutch colonial cities. Bridgetown is inscribed as a serial listing and the structures that have been recognized are mostly of the Caribbean Georgian style. The serial listing also includes the Garrison area that contains two fortifications and the savannah.

In 2011, Bridgetown was designated as a World Heritage Site. As Cultural site, it exhibits three criteria for Outstanding Universal Values (OUV), criteria ii, iii and iv. The justification of the nomination is centered on Bridgetown’s colonial architecture for its combination of European and African craftsmanship, architecture and engineering;

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creating the Caribbean Georgian style. The site’s main focus is the built environment and states very little about the other aspects of the site.

The Historic District of Bridgetown was divided into multiple zones for the interpretation of the site which include administration, maritime-mercantile, military, cultural and residential. These zones are characterized by their buildings and streetscapes. While cultural and residential zones are listed as part of the nomination there is very little explanation for them within the nomination or the justification of its nomination.

**Current Issues**

Caribbean countries, like Barbados, have to take into consideration different types of issues that affect their preservation practices and management. These factors include tourism, natural disasters, interpreting painful histories from the colonial period, and general preservation issues involved in working in the Caribbean. One of the largest impacts is tourism, in 2014 Barbados received over 519,000 visitors and the total has been increasing. While tourism is one of the biggest industries within Caribbean countries, it greatly affects historical resources if proper management and planning procedures are not in place. Not understanding the value or interpretation, over use of the physical site, disrespectful visitors, and an increase of development to cater to tourist needs are only a few of the impacts that result from tourism. Natural

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disasters such as hurricanes, sea level rise, coastal management, earthquakes, and floods dangers could potentially affect the planning and conservation of historical properties.60

Another aspect that greatly affects the interpretation and management of these historical sites is their colonial roots and slavery. While this is an ongoing issue for any country with a colonial past it is a part of the history of colonial sites. It ties directly to the identity of the country and it’s past. Through the World Heritage listing, Barbados has received assistant in coming to terms with their “historical legacies of slavery and colonialism while forging an independent identity.”61 This aspect is critical because it helps engaging all stakeholders especially the community. For Barbados’ heritage to be preserved there needs to be the understanding that there is value in both the African and the European influences. The African influence brought skilled artisans, urban tradition and tropical building techniques to the equation. While the European influences brought the aesthetics, planning, status and defense into the mix.

For preservation work that has been carried out previously in Barbados there are several issues that have continuously reappeared. The most common problem was the lack of craftsmen who were capable of repairing historic structures. In the report within the *Listing of Historic and Architecturally Significant Buildings of Barbados* it is stated that there is a history of contracted craftsmen not using preservation sensitive methods. The correct craftsmen may not be contracted because of the lack of funds. Not all

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owners of the historic buildings in Barbados are able preserve their buildings because of financial reasons.62

Other issues that have continuously arisen are related to the building fabric. The materials most used in the historic district of Bridgetown are coral stone, brick and wood. In the seventeenth century, most of the buildings constructed were built of timber and wood. Wooden buildings did not survive as a result from fires and hurricanes over the years. Brick and coral stone replaced wood construction. Barbados, as a coral island, had a large supply of coral stone.63 The coral stone from Barbados was a high-quality construction material. It has a uniform pattern and was cut and carved into any design. In the beginning of the nineteenth-century as buildings started to be constructed more often with masonry, coral stone was cut and shaped like bricks.64 The problems that have been encountered with these building materials include termites, fires and lack of quality lumber for repairs.65

Value Centered Preservation in Barbados

The use of a value centered approach on the historic district of Bridgetown is important because it will provide the opportunity for the local community and stakeholders to voice their options on the management and preservation of the site. By


having each stakeholder voice their concerns into the overarching discussion it will be possible to know what is needed for the historic district.

The assessing of the values that are associated with the site is a tool to understand the social aspects that are so intertwined with Bridgetown. By knowing the values that are placed on the site by its local community and stakeholders, a better preservation plan can be developed and implemented. Applying value centered preservation in Bridgetown provides the opportunity to combine contemporary and preservation issues together. Using the value centered approach acknowledges the entire site as a whole for all of its stakeholders.
Figure 2-1. Map of Bridgetown and its Garrison, Barbados. Reprinted from Nomination of Historic Bridgetown & its Garrison. (2011). Nomination file 1376. UNESCO
CHAPTER 3
RESEARCH METHODS

The purpose of this research is to understand the World Heritage nomination listing process and the role of values in creating a historic district in the Caribbean context. When working in historic districts there is often a priority given to the tangible and a lack of the intangible values, when they are vital for the overall sense of the place that defines the district. Understanding the lack of intangible values within cultural heritage is key, because it effects the preservation and management of a historic district. Historical places are significant for more than just their architectural styles. They are significant and valued because society preserves them and assigns them value. The intangible part of a historic district is an essential piece to its significance.

Understanding the nomination process for Caribbean countries is important because there are certain shared histories and challenges that effect countries in this region, such as their colonial legacies, strong cultural traditions and their inclination to be more independent in relation to other countries. Nations in the Caribbean are complex and diverse which is why it is necessary for this to be taken into account in heritage work in the Caribbean. The intangible values in Caribbean sites are deeply rooted and have a profound influence in how heritage work is carried out in comparison to Western perspective countries that focus primarily on the physical aspects of the site.

This research methodology was based on a mixed method approach employing a case study method. The case study chosen for this research is the Historic District of Bridgetown, Barbados. The case study was chosen because it was one of the most recent World Heritage sites to be listed in the Caribbean and the nomination process was still present for the members of the Barbados World Heritage Research Team. The
case study has three research tools which include surveys, interviews, and the review of UNESCO documents. The three types of research tools are used for a complete analysis of the case study and offer multiple perspectives of the entire situation.

**Mixed Methods**

A mixed method is used as the approach for the research because it allows for the exploration of both quantitative and qualitative strategies.

Mixed Methods approach is one in which the researcher tends to base knowledge claims on pragmatic grounds. It employs strategies of inquiry that involve collecting data either simultaneously or sequentially to best understand research problems. The data collection also involves gathering both numeric information as well as text information so that the final database represents both quantitative and qualitative information.¹

Mixed methods recognize that all methods have limitations.² By the using of multiple methods that are both quantitative and qualitative the research will be further developed. Biases and limitations that may be an issue in one particular method can be reduced and balanced from the introduction of another. The use of multiple methods can also offer greater insight to the research. Through the practice of a mixed methods approach there are more possibilities for data collection and the research has the benefit of both quantitative and qualitative information.

In *Research design: Qualitative, quantitative, and mixed methods approaches*, John Creswell describes several strategies that have evolved from the practice of mixed methods. These strategies form from the different ways in which the qualitative and

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quantitative information is collected and how they are used together to solve research questions. The strategy chosen for the research will follow a concurrent procedure, in which the researcher converges quantitative and qualitative data in order to provide a comprehensive analysis of the research problem. In this design, the investigator collects both forms of data at the same time during the study and then integrates the information in the interpretation of the overall results.\(^3\)

**Case Study**

The main method used within the mix methods approach of this research is a case study. A case study is defined as a method, in which the researcher explores in depth a program, an event, an activity, a process, or one or more individuals. The case(s) are bounded by time and activity, and researchers collect detailed information using a variety of data collection procedures over a sustained period of time.\(^4\)

A case study method was chosen to fully understand the multiple values associated with historic districts while allows the research to be further examined through other field methods. The research of the importance of values focuses on a Caribbean lens because of the lack of heritage sites in Global South Nations.

The United Nations Educational, Scientific and Cultural Organization (UNESCO) has recognized the underrepresentation of Global South Nations, especially Latin America and the Caribbean within the World Heritage List. The Caribbean faces many challenges that impede the process of listing. Challenges seen repeatedly through the Caribbean include the legacy of colonialism, natural disasters, little or no preservation policy, economical issues and lack of professionals from heritage related fields.

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One of the reasons the Historic District of Bridgetown was chosen as a case study was because it provided an international perspective since it was designated in 2011 as a World Heritage site. Bridgetown was inscribed as a World Heritage site under criteria

(ii) exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design, (iii) bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared, (iv) be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.5

Bridgetown is one of the twenty World Heritage sites within the Caribbean. As a case study Bridgetown, can be understood through the Caribbean perspective while also being compared to the Western perspective of the role of values in heritage sites because of its British ties.

Data Collection

In support of the case study method, three different data collection tools were used in the research. These include both quantitative and qualitative strategies for data collection and analysis. Three methods were chosen to help provide a broader understanding of the research and to provide the ability to analyze the process of Bridgetown’s nomination.

Surveys will be the first type of method. Surveys,

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Include cross-sectional and longitudinal studies using questionnaires...for data collection, with the intent of generalizing from a sample to a population.\textsuperscript{6}

Surveys balance the biases presented with just interviews since they lay the foundation for better informed questions to be asked during the interviews. The Barbados World Heritage Research Team’s key members were surveyed. The survey was composed of nine questions. The survey’s primary objective, among others, was to understand how significance was understood by the Bridgetown’s World Heritage Research Team and the main process of how the team functioned. The survey was written clearly with concise questions. The survey was written as prelude into a more in depth interview, therefore the survey was meant to have a limited amount of questions. The surveys were distributed to each of the members of the Bridgetown’s World Heritage Research Team via email.

The answers received from the survey questions were analyzed between the interviews. Repeated phrases in answers in the survey were interpreted as the importance of certain aspects that were taken into account during the nomination process. The questions showed a quick insight of how members individually viewed the nomination process and recall the values that contributed to the definition of significance.

Interviews were the second type of method. The interviews were conducted with the members of the Bridgetown World Heritage Research Team because they were the individuals responsible for preparing the information and documents for the nomination

process. The Research Team wrote the history and development of the property, the justification for its inscription, and the comparative analysis. The interview questions were directed at understanding the development stages before the nomination was written.

The third method was the content analysis of UNESCO files associated with the nomination and inscription of Bridgetown which include documents submitted by Barbados that were discussed during UNESCO committee meetings, and documents recording final discussions and decisions about the World Heritage listing. The combination of these documents provides the result of the work that was conducted by the Bridgetown Research Team. The nomination of Bridgetown provides a compressive knowledge of Historic Bridgetown and how the significance was interpreted and presented to UNESCO.

The UNESCO documents presented by other organizations demonstrated the traditional form in which nominations are usually reviewed. In comparing the nomination documents to the documents presented by other organizations there is a difference in how significance is referred to. The decision reports from the committees provide information on how UNESCO understands and processes the nomination. In examining the documents it is clear that many decisions must be made during these committee meetings. Therefore, the way in which the significance and justification for its inscription were defined in the nomination process is instrumental to how UNESCO makes their final decisions.

The combination of interviews, surveys and written documents form to create an understanding of the case study focused on the Historic District of Bridgetown. This
case study can be further the awareness of the understanding the points of tension during the nomination process for countries under represented in the World Heritage list, such as the Caribbean. The mixed methods approach to this research provides the opportunity to analysis all types of values associated with historic district while being able to explore it within a Caribbean lens.
CHAPTER 4
OUTCOMES

How is significance and all values determined when designating a historic district? Does the process of nominating a historic district fully represent the values that are associated with it? Identifying key decision makers and assessing and understanding the process is key.

Those participating in developing a nomination may have spent time with the community to fully evaluate each of the values associated with the resource that they are trying to preserve. However, if the criteria in which they are using to secure a nomination was not designed in a way in which the values are represented, the significance of the site becomes diluted. Instead of focusing on the community’s perspective, the research focus shifts to one that would explore the process for the nomination of heritage and how the nomination is received and revised by the organization in charge of its designation and the prescribed framework for designation.

Focusing on the nomination of Historic Bridgetown and its Garrison of Barbados to the World Heritage List, the data collection for this thesis was comprised of a survey and interviews with the key members of the Bridgetown World Heritage Research Team, and content of UNESCO documents and other documents prepared as part of the nomination process. Since the research was investigating the process of the nomination the survey and interviews were conducted with the Barbados World Heritage Research Team. The Barbados World Heritage Research Team consisted of five members; most the members had history backgrounds. The key members of the group were composed of individuals either associated with the University of the West Indies or the Barbados Museum and Historical Society.
Beginning the Nomination Process

In an interview with a Professor from the University of the West Indies it was stated that the process for the nomination of Bridgetown began with an invitation by the Administration of Culture with early discussions about the possibility of a World Heritage site for Barbados. Although it was being discussed, the likelihood of Barbados having a World Heritage site to many at these meetings believed it to be a small possibility of becoming a reality.¹

The Barbados World Heritage Research Team was created by other groups and governmental agencies. In the early 2000s, the Cabinet of Ministry (the Cabinet) which is the head, along with the Prime Minister, of the Executive Branch of Barbados' government established the World Heritage Task Force. The World Heritage Task Force was headed by Professor Henry Fraser of the University of the West Indies, author of eight books on Barbados’s architectural history and heritage.² The World Heritage Task Force began with the World Heritage tentative list for Barbados which included Historic Bridgetown and its Garrison, and the Scotland District of Barbados. The tentative list was submitted to UNESCO in 2005.³ In 2010, the Task Force ended and the Cabinet created the Barbados World Heritage Committee. The Barbados World Heritage Committee is composed of representatives from government agencies and non-government organizations. The head of the Barbados World Heritage Committee was the Administration of Culture with chairs from the Chief Town Planning Department.

¹ Interviewee, A. Personal Interview. February 2017.
The discussions were described as being led by the Administration of Culture with the assistance of the University of the West Indies and the Barbados Museum and Historical Society. The discussions were also led by the Director of Cultural Policy in the Ministry of Culture, Sports and Youth. Other stakeholders invited included representatives from the Ministry of Culture and Sports, the Ministry of Tourism, the Natural Heritage Department, the Barbados National Trust, the Architects Association of Barbados, the Coastal Zone Unit, the Lands and Surveys Department, the Barbados Chamber of Commerce, the Barbados Tourism Investment, and the Barbados Defense Force. These discussions lasted approximately two years. Their focus was on evaluating the site and determining if its significance could fit within the criteria for World Heritage. When it was finally decided, it took the group another year and half to bring forth a proposal.

Within the initial talks stakeholders were taken into consideration. The type of stakeholders described by the Professor of the University of the West Indies, were key stakeholders from larger organizations and governmental offices. The stakeholders included members from the Planning Office, Administration of Culture, Military, Costal Zone Unite, consulting architects, Tourism Department, Museum of Barbados and Historical Society, University of the West Indies, and ICOMOS, among others. Since the idea for the nomination was managed through a top-down approach, only the key stakeholders were brought into the discussions. Invitations to such discussions did not reach the community level.

During the proposal stage of the process the Barbados World Heritage Research Team was formed. The Barbados World Heritage Research Team was
composed of the five members that would write the nomination and an affiliated group that assisted with the research itself. The sub-group that only participated in the research and not the nomination writing was composed of ten people with various skills and experience. It included individuals from fields such as architecture, geography, museum studies, archives, planning, and historians, among others. The Barbados World Heritage Research Team had a required general meeting once a month. Individuals within the group additionally met on their own for research and collaboration. The frequency of these additional meetings varied depending on the individuals that arranged them. The University of the West Indies and the Barbados Museum and Historical Society were critical in choosing the properties that would be used for the site’s justification. As a result, the key members of the Barbados World Heritage Research Team were chosen for the writing of the nomination were chosen by the two departments.

During the research process for the Barbados World Heritage Research Team studied both local and national archives. The seventeenth century archives in Barbados and archives in Britain were consulted repeatedly. “Bridgetown is a complex site,” stated Interviewee B, associated with the University of the West Indies. It is complex because it represents an area that had multiple cultures, religions and social classes including enslaved people. “It was not a peaceful space, but there were multiple ethnicities and religions that were tolerated for trade and business activities,” the Interviewee B expressed. The research process consisted of looking through written documents of

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5 Interviewee, B. Personal Interview. February 2017.
the site, both primary and secondary documentation, evaluating the integrity of historic architecture within Bridgetown, and creating a comparative analysis for other sites similar to Bridgetown.

The comparative analysis was a very in-depth report. The Barbados World Heritage Research Team first compared Bridgetown at a local level to other urban centers within Barbados, such as Speightstown. At a regional level, Bridgetown was compared to other Caribbean urban centers such as San Juan, Puerto Rico, Santo Domingo, Dominican Republic, Willemstad, Curacao, Havana and Santiago, Cuba, for example. The sites compared at the regional level were all examples of World Heritage sites.

The Barbados World Heritage Research Team also made comparisons between sites that were on the World Heritage tentative list and non-listed sites through the globe that were tied to slavery or the Atlantic. Beside comparing Bridgetown to other sites the Barbados World Heritage Research Team looked for important historical features that may have been represented previously in other sites, such as statues, architecture and urban elements. “We [the Barbados World Heritage Research Team] went further than we needed to, most other sites [when doing the research for the nomination] don’t. It was a long process. However, that is what is recommended by UNESCO,” said Interviewee A.⁶

According to one of the members interviewed, the Barbados World Heritage Research Team spent equal amount of time between field visits and historical research.

The field visits helped the group in narrowing the selection of proposed properties to include in the nomination and define the buffer zone. “Sites needed to be visited to see if they fit into the OUV [criteria] and not overcome by new development. You can’t protect something that isn’t there.”

**Defining Significance**

After the completion of the comparison analysis, the Barbados World Heritage Research Team attempted to define the significance of Bridgetown. It was determined that there were two essential aspects of the site that contributed to the significance. The first aspect came from Bridgetown’s place within the colonial world. It was a primary port that traded valuable cargo. It was considered the center of communication within the British trade route, often described as the jewel of the crown in the Western hemisphere for its trade and activities. An important part of the colonial history is enslavement. It was important for the Barbados World Heritage Research Team to address this difficult part of the country’s history because it is part of Barbadian identity and the formation of the island nation, as well as Bridgetown. Apart from Barbadian history, it formed part of world history because Bridgetown was part of one of the many trade routes within the Caribbean and contributed to the formation of the new world.

The second aspect that was determined as part of the significance of the site was the urban layout of the city. In comparison to European sites which have remained for hundreds of years, the process of claiming its significance may be less complicated because it is still physically intact. As a result, the integrity may not be so easily called into question. In the case of Bridgetown, the majority of the first constructions on the

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7 Interviewee, C. Personal Interview. February 2017.
island were built out of wood. These structures did not survive long due to the climate and the frequency of tropical storms and hurricanes that occur within the Caribbean. The first constructions were rebuilt out of masonry after the many hurricanes, fires, and floods, among other situations. Buildings in Bridgetown were altered and rebuilt over the centuries in response to the weather within the Caribbean. While many buildings may have changed, the original layout of the urban center remained.

The street pattern within Bridgetown is a serpentine one, not commonly seen within the Caribbean. A grid pattern was a more typical approach to colonial town planning. The serpentine layout can be traced back to the market towns in England where the streets all led to the market. However, in Bridgetown while the layout is the same, all the streets lead to the port and the ocean. In Bridgetown, the port and its trading activities took the role of the market. It was on the factor of the serpentine layout, that could be traced back archeologically, that the Barbados World Heritage Research Team based the integrity of Bridgetown and determined it part of its significance.

After determining the significance, the Barbados World Heritage Research Team proceeded in deciding which of the ten Outstanding Universal Value criteria articulated the importance of Bridgetown. “The cultural criteria are subjective. While we only needed to complete one, we did three,” said another member of the Barbados World Heritage Research Team associated with the University of the West Indies.\(^8\)

Criteria iii is listed by UNESCO as a site that has bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which

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\(^8\) Interviewee, A. Personal Interview. February 2017.
has disappeared. The sites that were compared to Bridgetown by the Barbados World Heritage Research Team, were compatible with this criterion for being sites that held testimony to cultural tradition which had been lost. The Barbados World Heritage Research Team used this criterion for Bridgetown to represent the living traditions that remained and continued from their colonial roots. From the foundation of the serpentine streetscape, the Barbados World Heritage Research Team was able to justify the intangible values of the site.

During one of the interviews, a member described the business and trade activities that began at the port and merged their way in to various sections of the urban center. With this development and the presence of many types of ethnicities, religions and social classes influenced the activities that occurred in the urban center of Bridgetown. The Barbados World Heritage Research Team through its justification of its significance and through this criterion tied the intangible aspects to specific buildings or locations.

In the same interview, it was stated, “After the emancipation, and even after independence, we [Barbadians] could not let go of our colonial roots [or its infrastructure]. We continued to use the same buildings. Schools from the eighteenth century remained schools...Key infrastructure remained a colonial inheritance.” The way in which the markets and activities were conducted were influenced by the enslaved and the recently freed. The influence of the population during the formation of

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10 Interviewee, B. Personal Interview. February 2017.
Bridgetown was imprinted in other areas of the city such as the architectural styles, entertainment spaces, churches, among others parts of the physical environment.\textsuperscript{11}

Interviewee B, also talked about how the definition of the site's significance changed throughout the nomination process. The Barbados World Heritage Research Team understood that the site was significant because of how all the properties intertwined. Bridgetown’s importance came through all the spaces and sites within the city interacted over time. This included the streetscapes and the buildings. There was at times a misunderstanding of what was significant. It was not just the building or architecture that was important but instead the activities and the builders that created the value of the site. The mixture of the labor and the environment created a unique tropical response and left an imprint on the city. At times this aspect of the significance of the Bridgetown was misinterpreted.

This piece of the significance was only understood in part by the committee that reviewed Bridgetown’s nomination. “Even by those it was partly understood by, did not fully appreciate it. There was a disconnect.”\textsuperscript{12} The way in which UNESCO reviews nominations begins with a desk reading in Paris where the nomination is review to meet certain technical requirements. If, the nomination passes the requirements it is given to be reviewed by several experts. The ICOMOS experts chosen are experts relating to the fields closely related to the nomination. For Bridgetown’s nomination since it was submitted along with its Garrison, the nomination was forwarded to fortification experts.

\textsuperscript{11} Interviewee, B. Personal Interview. February 2017.

\textsuperscript{12} Interviewee, C. Personal Interview. February 2017.
Nomination Challenges

In the interview with Professor A, from the Barbados World Heritage Research Team, a discussion arose of the challenges of preparing a nomination in general. The challenge that was discussed at length was the difficulties in understanding the meanings of the terminology used within conservation and within UNESCO criteria. Terms such as authenticity, significance and integrity were among the few to cause the Barbados World Heritage Research Team difficulty. While these are terms that are used consistently within heritage and conservation fields for those without the prior knowledge it can be seen as a challenge in the process of trying to protect a site that is significant to those trying to nominate it.

“They are terms which you think you already know the meaning to, but in this instance, they mean much more than their dictionary definition,” was explained by the University of the West Indies Professor. Defining the significance is difficult because a majority of the members of the Barbados World Heritage Research Team were new to the guidelines and criteria. To confront the challenge of understanding the criteria and terminology, the Barbados World Heritage Research Team spent a considerable amount of time researching information provided by UNESCO. They gained insights of the strengths and weakness of previously listed sites that were inscribed under similar criteria. As well as the better practices and the practices to best avoid during the nomination process.

Besides the difficulty understanding the terminology, there were other hindrances that seemed to be more prominent with Global South countries. Even within the

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comparison analysis phase of the nomination process, the Barbados World Heritage Research Team noticed the lack of sites within countries that were previously part of the colonial world and had complex histories involving slavery. The framework itself that is set by UNESCO “is not particularly great at looking at people who have not been recognized previously, such as enslaved people,” stated a member associated with University of the West Indies.¹⁴

Comments from those interviewed, remarked that some of the criteria were subjective. For example, the first criterion of the list is defined by UNESCO as representing a masterpiece of human genius.¹⁵ However, who determines what a masterpiece is? was a rhetorical question asked during an interview with one of the members. A site may be important to the people that know the site and are nominating it yet it may not be seen as such from the people reviewing the nomination.

**Survey**

The survey presented to the members of the Barbados World Heritage Research Team contained eight questions which were meant to understand the foundation of understanding that the members had at the beginning of the nomination. It was also meant to understand how their individual views on the key elements of the nomination process itself.

The majority of the members had little to no prior knowledge of the inscription process before joining the Barbados World Heritage Research Team. One member


described how they slowly began developing an understand through the creation of the tentative list. Besides Historic Bridgetown and its Garrison Barbados had another site that was submitted for their tentative list. In 2005, Barbados included the Scotland District of Barbados as a natural heritage site on the tentative list. The Scotland District of Barbados’s was nominated for the tentative list by the Barbados World Heritage Task Force, which was formed prior to the establishing of the Barbados World Heritage Committee.

Bridgetown was deemed important to be nominated as a World Heritage site for its military connection and its legacy of sugar and slavery. Bridgetown’s garrison was described through the survey as a “fulcrum on which a new mercantilist system was formed.” Responses in the survey expressed the influence of its colonial legacy on the economic and social values that still resonate in the contemporary physical fabric and values of Bridgetown. “Barbados was the first experiment in a new agricultural-political paradigm that forever changed the Atlantic world and Bridgetown was an epicenter of that change. That history needed to be remembered and told. The society that evolved from those interactions had a story that is of importance to the story of humanity.”

In relation to the nomination process, the responses in the survey stated that the Barbados World Heritage Research Team maintained a balance between the intangible and tangible aspects of the site. However, one of the members stated that this balance was best articulated during the presentation to the World Heritage Committee in Paris.

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The Barbados World Heritage Research Team’s approach to the intangible aspects of Bridgetown, were based on the concept that the physical fabric of the site was formed by the intangible. “[The intangible values] be it the transfer of knowledge and ideas and the imagination and skill of the ‘unknown workers, be they enslaved’ or free, who built the buildings and streets…the intangible can be seen and heard, eaten and smelt in the music played, dancers danced, food prepared and lives unfolded through centuries…”

One of the challenges stated in the responses from the survey was the lack of public education and stakeholder participation during the nomination process. While the members of the Barbados World Heritage Research Team described that the research process consisted of both archival research and field work analysis, there was little interaction of the between the public and the Barbados World Heritage Research Team. This description correlates if the Barbados World Heritage Research Team spent a majority of their field work analyzing individual buildings. According to the ICOMOS report there are 1566 individual properties; fifty-three percent of the properties are owned by governmental agencies, twenty-seven percent are commercial privately owned, seventeen percent are owned by privately by individuals, and four percent are owned by religious organizations. Creating a small percentage in which interactions could happen with the public.

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UNESCO Documents

The Nomination

The documents reviewed included the written nomination submitted by the Barbados World Heritage Research Team, the ICOMOS investigation report, and the documents that provided information about UNESCO’s decisions made during committee meetings. The written nomination addresses the significance of Bridgetown and its most informational sections that discuss its significance is divided into the identification, description, and justification sections.

The identification section is brief, containing basic information of the location of the site, its size, and a series of maps. The boundaries of Historic Bridgetown and its Garrison capture the urban center of the city including the port area which continues from Carlisle Bay into Careenage River. The area of the urban center is connected from Fort Willoughby, which is located at edge of Careenage River, to the Garrison by a strip of land that curves around Carlisle Bay. The various maps, nine in total, demonstrate the sites boundaries, buffer zone and the multiple zones in which the Barbados World Heritage Research Team has divided the site into. The Barbados World Heritage Research Team divided the site into five zones to better describe them within the nomination. These zones were administrative, military, residential, culture and maritime/mercantile which are defined in the description section.

The description section continues with examples of which buildings qualify under each of the five zones. This section begins with describing the importance of Bridgetown’s street layout and its history. The description section in the nomination continues into the explanation of the various architectural features, building materials and the development of the Caribbean Georgian architectural style. The rest of this
section of the nomination describes the individual examples that were categorized within the five zones. It is noticeable within this section that the majority of the Barbados World Heritage Research Team members that participated in the writing of the nomination were expert historians. The way in which the description section was written is heavily based on the historical research collected. Other aspects, besides the historical information are mentioned but not as extensively.

Of the information that was gathered by the Barbados World Heritage Research Team members that were interviewed, as previously stated, the significance of Bridgetown as a World Heritage site was based on the serpentine street layout and the role in which Bridgetown had within the colonial world, and its complex history which included enslavement. The enthusiasm that was expressed during the interviews of the importance of these two vital elements that compose the definition for the significance of Bridgetown was not reflected as strongly within the description section. The description of the importance of the serpentine streets is written in half a page at the beginning of the section and not reiterated again until the justification of inscription section.

It was an element that was described but there was a lack of the emphasis as to why it was so important. In one of the interviews, a member of the University of the West Indies expressed the importance of the layout of the street because that was the element that justified Bridgetown’s integrity and could be traced back hundreds of years archeologically. As a Caribbean country that was constantly at risk from the climate and natural disasters, it was a challenge to prove Bridgetown’s integrity only through its built environment that often was altered or rebuilt.
The layout of the streets proved the opportunity for the multiple ethnicities and social classes to intermingle when in most situations, they would not have the opportunity to do so. The diversity of ethnicities and social classes in similar activities influenced the way in which these activities were carried out and in which spaces. The serpentine streets while tracing back Barbados colonial ties to England, it also was a form to express the many intangible aspects of the site.

After forty pages within the description section, the colonial legacy was addressed. The explanation of the colonial legacy is important because it is the second key element of the significance. The composition of Bridgetown is described as a colonial city which is further elaborated through its demographic, social, political, religious, economic and educational structures. The Barbados World Heritage Research Team described Bridgetown through its colonial roots through a framework developed by Ronald Horvath, Professor of colonialism. Through this framework, the relationship of the colonized and colonizers is analyzed. The Barbados World Heritage Research Team were able to successfully articulate a difficult history especially by exploring each one of the social classes by tying them into Bridgetown’s society and past.

The rest of the description section describes the diversity of religions present during the colonial period and a brief history of the evolution of the garrison. In comparison to the other eighteen World Heritage Site nominations only three discuss the influence of the colonial legacy and the impact of slavery. Of the three World Heritage sites that discuss the colonial legacy only one discusses the influences of

slavery and its impact on the society. The nomination of Bridgetown was the first World Heritage site that discussed the influences on slavery and the colonial legacy at great lengths. Only one other site had previously even mentioned the effects of their colonial past before Bridgetown was inscribed. Of the World Heritage sites inscribed within the Caribbean there has been an increase of discussing or at least mentioning slavery and colonial roots.

While Bridgetown's nomination and World Heritage site name includes the garrison, it does not over shadow the significance of the site. The significance of Bridgetown centers on the serpentine street layout and its place within the colonial world. As described by the members of Barbados World Heritage Research Team, both sites are deeply embedded within Barbados’ colonial roots. The description section dedicates approximately six pages discussing the history and impact of the garrison. The pages dedicated to the garrison are also placed last within the description section, while the discourse about slavery is discussed much earlier in this section and consisted of ten pages. It is also accompanied by many pages discussing Bridgetown’s development, society, class systems, multiple religions and pre-historic native populations. Bridgetown maintains a balance explaining the importance of their fortifications and their colonial roots in comparison to the other World Heritage Sites in the Caribbean that are overshadowed by their fortification systems.

The third section in Bridgetown’s nomination is the justification for its inscription. During the beginning stages of the nomination, it was understood that the listing of Bridgetown as a World Heritage site would aid in creating an inclusive World Heritage list. In 2004, UNESCO released a study called *Filling the Gaps - an Action Plan for the*
Future.\textsuperscript{21} The study concluded that developing countries especially those in Latin America and the Caribbean were under represented while those in developing countries, such as countries in Europe and North America were over represented. The study also determined the lack of certain typologies and thematic frameworks.\textsuperscript{22}

With the consideration of the \textit{Filling the Gaps} study the Barbados World Heritage Research Team’s nomination for Bridgetown represented the Caribbean and the typology for a British colonial port town during the colonial period. The nomination also represented multiple themes and sub themes that were identified by the \textit{Filling the Gaps} study as currently under represented in the World Heritage list. Bridgetown and its Garrison represented the following themes; cultural studies, expression of creativity, spiritual responses, movement of peoples, and developing technologies.\textsuperscript{23}

The justification of inscription dedicates the beginning of the section to listing the types of themes and sub themes that Bridgetown fulfills with an explanation of how and what zone within the site demonstrates them. The themes and sub themes that are explained are discussed in relation to the criteria of Outstanding Universal Values chosen for Bridgetown. This section of analysis demonstrates the balance that the Barbados World Heritage Research Team had between the intangible and tangible values of the site. The effort that was made by the Barbados World Heritage Research Team to recognize the intangible aspects of the site was articulated within the nomination. The influence of Bridgetown’s colonial roots, the differences of social

\textsuperscript{21} Nomination of Historic Bridgetown & its Garrison. (2011). Nomination file 1376. UNESCO
\textsuperscript{22} Nomination of Historic Bridgetown & its Garrison. (2011). Nomination file 1376. UNESCO
\textsuperscript{23} Nomination of Historic Bridgetown & its Garrison. (2011). Nomination file 1376. UNESCO
classes, and the diversity of religions were well explained through the various themes and sub themes that were chosen by the Barbados World Heritage Research Team.

The justification of inscription section also included the Statement of Outstanding Universal Value. The Barbados World Heritage Research Team describes how Bridgetown was the example for many other colonial cities. It was the focus of trade for the British expansion in the new world, it set the standard for military techniques and weaponry, it was an example for plantation society, and it set the base for slavery laws which were adopted by Jamaica, South Carolina, and Antigua.

The next part that is within the justification of inscription section is the comparative analysis. The comparative analysis is an in-depth analysis totaling forty-three pages. The Barbados World Heritage Research Team analyzed from the smallest of features to the main features. Features that were compared included the street layout, administrative significance, maritime and mercantile significance, military significance, cultural significance, architecture, monuments and statues. The comparison was done at a regional and global level.

The part of the justification of the inscription section explains the site’s integrity and authenticity. This section within the justification portion is the smallest. After confirmation from the members of the Barbados World Heritage Research Team’s interviews it is clear that this was difficult for the members to discuss because of the difficulty in understanding the terminology. The integrity and authenticity of Bridgetown and its Garrison is based on their archival research, existing architecture and archeological findings.
ICOMOS Reports

In June 2011, ICOMOS provided their report to World Heritage Committee.

Bridgetown and its Garrison is briefly described as

a witness to more than three centuries of maritime development which allowed Bridgetown to be a major port city and trading centre in the 17th, 18th and 19th centuries. The port city was also an entrepôt for the movement of goods and enslaved people into the Caribbean and South America. The Garrison became the Eastern Caribbean Headquarters for the British Navy until 1805 and its Army until 1905.24

The report states that it primarily consulted committees on fortifications and military heritage. From the listed sources researched for the report, the information on Bridgetown was focused on its architecture, military and fortifications. Only one resource mentioned its colonial roots. The report focuses on the tangible aspects of Bridgetown and repeatedly comments on the lack of buildings from the colonial period or the lack of information provided about the individual buildings. The report also comments on the lack of documentation of buildings for proof of integrity and authenticity.

While the development as a colonial port and the urban layout is mentioned in the report little is discussed concerning slavery or Bridgetown’s colonial legacy. Instead the influence of the different social classes, slavery or colonial roots on Bridgetown is doubted. In the ICOMOS report it described as…

A cross-section of peoples and cultures from across the Atlantic could be found in the expanding port town of Bridgetown, but the planning and architecture did not necessarily reflect the social groupings.25

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There were several aspects of Bridgetown that were not fully understood by the ICOMOS consultants. For example, the report calls into question the rationale connection between the urban center and the garrison. At a glance, the link between the two may seem poorly chosen but in the written nomination lies the explanation. The link between the two parts follow Carlisle Bay. The link is named the Bay Street Corridor and was chosen by the Barbados World Heritage Research Team because historically it was the fortified route to the garrison and the semi-fortified town. It was known as the main transportation link while allowing the military the view of Carlisle Bay. It was a space of military, commercial and residential activities.

The rest of the report that discusses the Outstanding Universal Value, integrity and authenticity concentrates on the garrison alone. By reporting on the garrison alone the nomination was put at risk because in evaluating the entire nomination of Bridgetown and its Garrison only a small portion discusses the garrison. The report also neglects to understand that the nomination of Bridgetown was adding the lack of Caribbean World Heritage sites. The justification of Bridgetown’s inscription was based on being a prime example of a British colonial port town and fortification within the Caribbean not globally. The report states…

The case has not been made for considering the Bridgetown Garrison in building terms to be the most exceptional and complete in the world in architectural terms.\textsuperscript{26}

The ICOMOS report comments on the small section devoted to the site’s integrity and authenticity. The discussion once again draws attention to the difficulties that the

Barbados World Heritage Research Team had with understanding the terminology and its justification.

The two key elements that defined Bridgetown’s significance were lost through the nomination evaluation process. Bridgetown’s significance as defined as the serpentine street layout and its place in the colonial world. This significance was not understood by the ICOMOS consultants. Instead, they significance was shifted to the importance of the physical environment and its documentation specifically the garrison. In the conclusion of the ICOMOS report it is suggested that historic urban center of Bridgetown be removed from the nomination and that the nomination should only include the garrison. The reports ends with its recommendation to the World Heritage Committee for Bridgetown and its Garrison to be deferred.

**World Heritage Committee Reports**

After receiving the ICOMOS report, the World Heritage Committee followed its suggestion and deferred Bridgetown’s inscription to allow the state party sufficient amount of time to…

a) Further deepen the comparative analysis for the Garrison in order to understand better how it relates to other sites in the Caribbean and to English and British garrisons around the world; and how it might be considered outstanding;

b) Consider ways to strengthen protection of all the Garrison’s buildings and its overall spatial layout, and to mitigate some of the landscape changes that have already occurred, in order to strengthen and protect its integrity and authenticity;

c) Undertake a detailed analysis of the spatial layout of the Garrison and how it has changed over time;

d) Depending on the outcome of these, consider nominating a smaller area that encompasses the Garrison alone;
e) Adopt and fully implement the new Management Plan.27

Additionally, recommendations from the World Heritage Committee ask that the state party host an expert from UNESCO to the site along with the revisions to the nomination itself. As well as the creation of a program for the study and training for crafts, materials and preservation techniques with the assistantship of the University of the West Indies.

In interviews with the members of the Barbados World Heritage Research Team it was confirmed that they hosted an expert from UNESCO for several days to view the site. After the revision of the nomination file, several members of the Barbados World Heritage Research Team presented to the World Heritage Committee. In the final decisions report made by the World Heritage Committee and the full examination of the documents Historic Bridgetown and its Garrison was inscribed on the World Heritage list. In the final decisions report, there is notable shift in the World Heritage Committee’s understanding of the significance that was defined by the Barbados World Heritage Research Team. The brief synthesis provided in the report describes the importance of the town within the Caribbean network and trade based expansion in the Americas, and the urban street layout. The integrity and the authenticity of Bridgetown is also better explained. Several misunderstandings are also corrected, for example the Bay Street connection between the urban center and the garrison is articulated. The inscription is followed once more with two recommendations.

Recommends that the State Party: a) Implement a programme of studies and training in traditional building, crafts, materials and conservation in collaboration with local tertiary institutions, b) Also implement a

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programme of measuring and documenting all the listed buildings within the property.\textsuperscript{28}

\footnotesize
Figure 4-1. Map of Historic Bridgetown and its Thematic Zones. Reprinted from Nomination of Historic Bridgetown & its Garrison. (2011). Nomination file 1376. UNESCO
Table 4-1. Caribbean World Heritage Site.

<table>
<thead>
<tr>
<th>World Heritage Site</th>
<th>Country</th>
<th>Type</th>
<th>Year Inscribed</th>
</tr>
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<td>Antigua Naval Dockyard &amp; Related Archaeological Sites</td>
<td>Antigua &amp; Barbuda</td>
<td>Cultural</td>
<td>2016</td>
</tr>
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<td>Historic Bridgetown &amp; its Garrison</td>
<td>Barbados</td>
<td>Cultural</td>
<td>2011</td>
</tr>
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<td>Belize</td>
<td>Natural (Endangered)</td>
<td>1996</td>
</tr>
<tr>
<td>Old Havana &amp; its Fortification System</td>
<td>Cuba</td>
<td>Cultural</td>
<td>1982</td>
</tr>
<tr>
<td>Trinidad &amp; the Valley de los Ingenios</td>
<td>Cuba</td>
<td>Cultural</td>
<td>1988</td>
</tr>
<tr>
<td>San Pedro de la Roca Castle, Santiago de Cuba</td>
<td>Cuba</td>
<td>Cultural</td>
<td>1997</td>
</tr>
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<td>Desembarco del Granma National Park</td>
<td>Cuba</td>
<td>Natural</td>
<td>1999</td>
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<td>Viñales Valley</td>
<td>Cuba</td>
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<td>1999</td>
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<td>Cuba</td>
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<td>Cultural</td>
<td>1982</td>
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<td>Saint Lucia</td>
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<td>2004</td>
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<td>World Heritage Site</td>
<td>Mention of Colonial Legacy</td>
<td>Description of Colonial Legacy</td>
<td>Nomination File Available</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------------------</td>
<td>-----------------------------</td>
<td>--------------------------------</td>
<td>---------------------------</td>
</tr>
<tr>
<td>Antigua Naval Dockyard &amp; Related Archaeological Sites</td>
<td>Brief, less than four pages</td>
<td>Numbers, Construction</td>
<td>Yes</td>
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<td>Historic Bridgetown &amp; its Garrison</td>
<td>Approximately ten pages</td>
<td>Influence on the site and society</td>
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<tr>
<td>Belize Barrier Reef Reserve System</td>
<td>N/A</td>
<td>N/A</td>
<td>No</td>
</tr>
<tr>
<td>Old Havana &amp; its Fortification System</td>
<td>N/A</td>
<td>N/A</td>
<td>No</td>
</tr>
<tr>
<td>Trinidad &amp; the Valley de los Ingenios</td>
<td>N/A</td>
<td>N/A</td>
<td>No</td>
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<td>San Pedro de la Roca Castle, Santiago de Cuba</td>
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</tr>
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<td>Desembarco del Granma National Park</td>
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<td>N/A</td>
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<td>Viñales Valley</td>
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<td>None</td>
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<td>Archaeological Landscape of the First Coffee plantations</td>
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<td>Alejandro de Humboldt National Park</td>
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<td>Historic Centre of Camagüey</td>
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<td>Morne Trios Pitons National Park</td>
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<td>Colonial City of Santo Domingo</td>
<td>N/A</td>
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<td>National History Park-Citadel, Sans Souci, Ramiers</td>
<td>N/A</td>
<td>N/A</td>
<td>No</td>
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<td>Blue &amp; John Crow Mountains</td>
<td>In-depth description throughout</td>
<td>Influence on the site and society</td>
<td>Yes</td>
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<tr>
<td>Brimstone Hill Fortress National Park</td>
<td>Brief, less than one page</td>
<td>Construction</td>
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<tr>
<td>Pitons Management Area</td>
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<td>None</td>
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Table 4-3. List of Interviewees.

<table>
<thead>
<tr>
<th>Interviewee</th>
<th>Profession</th>
<th>Affiliation</th>
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<tr>
<td>A</td>
<td>Professor</td>
<td>University of the West Indies</td>
</tr>
<tr>
<td>B</td>
<td>Professor</td>
<td>University of the West Indies</td>
</tr>
<tr>
<td>C</td>
<td>Private Researcher</td>
<td>Barbados National Trust</td>
</tr>
</tbody>
</table>

Figure 4-2. The Creation of the Barbados World Heritage Research Team.
The formation of historic districts within the Caribbean are formed from the intangible values that represent the culture and the people. Historic districts of the Caribbean are formed for more than just the preservation of buildings built within in the same architectural style. In the context of the nomination process for World Heritage, a Caribbean historic district’s significance is difficult to fit within the tangible focused criteria of the World Heritage list.

In the case study of Bridgetown, the heritage site was a historic district at the local level however for its nomination as a World Heritage site it was presented as serial listing. The Barbados World Heritage Research Team, by submitting a serial listing, personally selected which buildings within the historic district would be appropriate for the nomination. By nominating Bridgetown and its Garrison as a serial listing the Barbados World Heritage Research Team sought to reduce their chances at having the nomination denied. The historic district of Bridgetown was formed by the intangible values that it represents instead of solely base on its tangible values. This created a disadvantage for Barbados since the World Heritage criteria emphases a heritage site’s integrity and authenticity through its tangible features. Submitting Bridgetown and its Garrison as a serial listing was to cater to their difference of how the historic district was formed.

Through the examination of the other World Heritage sites within the Caribbean region it is notable that there is difference of how Caribbean historic districts are formed. Of the twenty heritage sites within the Caribbean, six of these listings, Bridgetown included, have combined their fortifications with their historic urban centers. For the
Barbados World Heritage Research Team, the way in which the historic district of Bridgetown was formed affected their nomination process. While this thesis focused its case study solely on Bridgetown, was this the case with the nomination process of the other five Caribbean heritage sites that combined their fortifications with their historic urban centers? Has the difference of how the Caribbean establishes a historic district led to the loss of values represented in the final World Heritage nomination?

The inscription of World Heritage sites continues to be processed by UNESCO similarly through the steps in which the Barbados World Heritage Research Team experienced. The state party creates a tentative list which is submitted to the World Heritage Committee. From the tentative list, the state party selects a site and prepares the nomination file. The World Heritage Committee reviews the file for its completion and for it is distributed to two Advisory Bodies. The two Advisory Bodies, ICOMOS and IUCN, evaluate the nomination and express their recommendations through the ICOMOS report for the World Heritage Committee. The World Heritage Committee then makes its final decision.

However, the level of difficulty for the state party in creating a nomination varies. This level of difficulty is reflected within the number of World Heritage sites each state party has already listed. In the *Filling the Gaps – An Action Plan for the Future* it was determined that the majority of World Heritage sites are within Europe and North America. In considering the Caribbean, with the inclusion of Bridgetown there is only twenty sites. The Caribbean as a region is important because there are certain similarities that influence the preservation of heritage sites. The Caribbean needs to be understood as a region because of their colonial roots, slavery, and the legacy it left.
behind. The Caribbean nations in comparison to other countries are somewhat isolated creating strong cultural traditions.

These multiple elements create a different perspective than those of European countries and must be taken into consideration during preservation efforts especially in the nomination process. The elements described are embedded into the intangible values of the site. Other considerations for the Caribbean include the climate, natural disasters, and the lack of resources to devote to heritage. As a result, the physical fabric may not be as preserved as its European counterparts.

If these elements that are repeatedly seen in the Caribbean region are not taken into account a disconnect can occur between the state party and the World Heritage Committee during the review process. Points of tension arise from both sides. In the case study of Historic Bridgetown and its Garrison, points of tension began from the beginning of the nomination process. One of the difficulties for the members of the Barbados World Heritage Research Team was understanding the nomination process and understanding its terminology. A majority of the members had little to no experience with heritage work, leading to an early disadvantage for Barbados’ nomination. Full understanding of terms such as integrity and authenticity did not happen. It was commented in interviews with the members, in the ICOMOS report and demonstrated in the written nomination itself.

Another point of tension was having the World Heritage Committee understand the Barbados World Heritage Research Team’s defined significance of Bridgetown. The Barbados World Heritage Research Team’s definition of Bridgetown was based on the concept that the importance of the site laid within the intangible and was reflexed in the
tangible aspects of the site. The two key elements of Bridgetown’s significance, the serpentine street layout and the place of Bridgetown in the colonial world, was not understood until the very end of the nomination process and only because several of the members were able to present to the World Heritage Committee in Paris.

**Considerations**

As a case study, Historic Bridgetown and its Garrison presented several insights to the World Heritage nomination process for a historic district, specifically in relation to the Caribbean region. Observations included that the topic of contested history is one that is becoming one that is starting to be discussed. In the case of Bridgetown, it is a topic that is being articulated. In examining past nomination files of the Caribbean, colonial roots and slavery was not a topic that was explored or barely mention beyond stating that were slaves present.

**Observations**

There has been a trend in Caribbean nominations since 2010 to incorporate the topic into the description of the site. Since the topic of colonial legacies is one that is just being addressed in Caribbean nominations there is still a hesitance noted in the way it is articulated and placed within the nomination. Of the World Heritage sites that discuss their colonial roots, only two of the twenty Caribbean World Heritage sites relate it to the significance and explore the influence and impact of the slavery and colonialism. Besides Historic Bridgetown and its Garrison, the Blue & Crow Mountain World Heritage site in Jamaica is the only site that incorporated their colonial legacy into their site and nomination.

Misunderstanding of Bridgetown’s significance was a continuous issue during the nomination process. Just reading the nomination itself could led to the general
confusion that occurred with the World Heritage Committee. The significance of Bridgetown in the nomination was not as clear as it could have been. After conducting the interviews with the Barbados World Heritage Research Team members, and revisiting the nomination file the significance was easier to locate. However, since the World Heritage Committee and the ICOMOS report is based on the written nomination, the significance was easier to overlook.

The significance needed to be stated repeatedly throughout the nomination and needed to be stated boldly. It was clear from the nomination that the Barbados World Heritage Research Team members were primarily experts in history. The sections within the nomination that are dedicated to the history of Barbados and the individual done are written with fluidity and confidence. Yet, the sections written for the site’s significance, integrity, authenticity, and current and future preservation plans are less forceful. It is noticeable that the Barbados World Heritage Research Team members are still in the process of understanding these heritage concepts.

Another observation of the case study was the need for training for heritage work in the Caribbean. In 2011, UNESCO released six Caribbean Capacity Building Programme modules. However, the modules are written as guidelines for an instructor for a training. Creating a disadvantage for countries that may not have the resources to organize a training or have funds for an external instructor. A module that could be taken independently or even with an instructor online could help the current situation. All of these points of tension within the nomination process add to difficulty for the Caribbean region to nominated World Heritage sites.
An additional observation from the case study was the lack of community involvement. In the beginning of the formation of the Barbados World Heritage Research Team, only major stakeholders were brought into the discussion. The nomination process was not brought to the public’s attention until the final stages of the nomination process. Leading to a general confusion from the public. The community was not consulted. Questions of the restrictions on properties within the site, and the reason or importance of a World Heritage listing were asked. In early discussions with the Administration of Culture it was mentioned that a public outreach and awareness needed to be part of the nomination, yet were never put into practice. It is reasonable, in part, to understand why the Barbados World Heritage Research Team did not reach the local level when there was such an effort to overcome other points of tension at a higher level. The focus of the Barbados World Heritage Research Team was to have their nomination and significance of Bridgetown to be understood by the World Heritage Committee.

This thesis hopefully provides some additional insight into the challenges of the World Heritage nomination process for the Caribbean region. The points of tension that were observed by the Historic Bridgetown and its Garrison case study could aid other countries within the Caribbean that plan to list a heritage site on the World Heritage list.

Several of these points of tension that arose stem from the Caribbean’s roots of colonialism. Colonialism is a subject that is not only relevant to heritage within the Caribbean, it is a global concept. While this thesis was developed within a Caribbean lens, the observations that came from the Bridgetown case study can be also applied in other countries with colonial pasts as well. This research articulates the difficulties that
may arise during the nomination process as a nation in the Caribbean region that needed to be considered by the state party and the committees that review such nominations.
APPENDIX A
INTERVIEW QUESTIONS

The Composition of the Barbados Research Team
- Who was the first person or organization that suggested the idea of becoming a World Heritage site?
- Could you describe the Barbados World Heritage Research Team and its function?
- How was the Barbados World Heritage Research Team chosen?
- Were there any requirements for members to be chosen, such as background in history, architecture, etc.?
- How was the size of the group determined?
- How often did the group meet?
- Did certain members need to meet more regularly?
- What was your role within the Barbados World Heritage Research Team?
- How long was the inscription process for the Barbados World Heritage Research Team?

Developing the Context for the Nomination
- What other World Heritage sites were researched as an example for Bridgetown’s nomination?
- How did those sites influence the Barbados World Heritage Research Team’s decisions?
- How much of the nomination process consisted in the field in comparison to research?

Defining Significance
- How long did it take to establish the significance?
- How was significance defined for the nomination of Bridgetown?
- How were the current values of the site taken into account in the significance?
- Did the significance change throughout the research process?

Challenges during the Nomination Process
- How were contested histories approached?
- In the nomination, cultural and social aspects from the past are discussed in depth in comparison to the current ones. Were there a reason why current cultural and social aspects of the site were not further elaborated on?
- What stakeholders were taken into consideration and/or brought into the discussion?
- What parts of the written nomination were asked to be revised by UNESCO?
- Did UNESCO’s criteria framework limit the representation of the values of Bridgetown? Why or why not?
- What difficulties arose through the inscription process?
• Do you believe that the Barbados World Heritage Research Team's definition of Bridgetown’s significance was properly represented by UNESCO at the end of the inscription process?
APPENDIX B
SURVEY QUESTIONS

Bridgetown World Heritage

1. How familiar were you with the UNESCO World Heritage inscription process before joining the Barbados World Heritage Research Team?

2. Had you ever been part of a World Heritage site nomination previously?

3. Why did you think that it was important to nominate Bridgetown as a World Heritage site?

4. The Bridgetown World Heritage site is a serial listing that is divided into five zones which include administrative, maritime-mercantile, military, cultural, and residential. How were these chosen?

5. What aspects of Barbadian history, society, and culture does Bridgetown represent?

6. Intangible values are described as values associated with a resource that are not physical. Was a balance of tangible and intangible values kept during the inscription process? Why or why not?

7. The World Heritage site of Bridgetown was nominated by under the cultural criteria (ii) exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design, (iii) bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared, (iv) be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history. Are the intangible values of Bridgetown reflected within the Outstanding Universal Values in the inscription? Why or why not?

8. Randall Mason defines value centered preservation as a model of planning and management within preservation that focuses on the heritage site with the primary purpose of protecting the significance which is drawn from the associated values of the resource. Was a value centered approach used in the development of the World Heritage nomination for Bridgetown? In what way? Explain.

9. How do you think the World Heritage nomination process could be improved?
LIST OF REFERENCES


http://barbadosworldheritage.com/about/who-s-who/93-who-s-who-on-the barbados-world-heritage-committee


Rosaura Ramos earned her bachelor’s degree from the University of Minnesota in architecture and art history in 2014. In 2015, she began her master’s degree in Historic Preservation at the University of Florida. During the summer of 2016, she interned at the Nantucket Preservation Trust. After graduation, she will be interning with the architecture firm Built Beyond in New Delhi, India through the US ICOMOS International Exchange Program.