

Report on the mission to Seville (Spain)

Property of Cathedral, Alcázar and Archivo de Indias

From 7 to 9 November 2011

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Finally, thanks go to all those involved in some way in the visit to the sites inscribed in the World Heritage List (WHL), especially for their willingness to answer the questions of the advisory members.

The mission members wish to emphasize the professionalism and commitment shown repeatedly during meetings to all participants.

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

In view of the preparation of the forthcoming session of the WH Committee, the State Party of Spain requested an UNESCO/ ICOMOS Advisory Monitoring Mission to be carried out to the Cathedral, Alcázar and Archivo de Indias in Seville in order to review the impact of the project of the Torre Cajasol on the property.

The Advisory Monitoring Mission took place from 7 to 9 November 2011. The mission members were able to meet various authorities responsible for conservation of the property (State Party, Region of Andalusia, the city of Seville) promoters and technical staff (representatives of the project team, etc.) of the tower, representatives of ICOMOS Spain and some associations (a list of all contacts made during the mission is included as annex "b- Itinerary and programme").

The mission members considered it possible to affirm that there is a highly negative visual impact of the "tower", Torre Cajasol, on the setting of the property and thus on its context and relationship to the river and other buildings which support its attributes that convey Outstanding Universal Value.

They recommended:

1. That the local Authority finds ways to stop the construction of the Cajasol tower and revise the project, through the modification of its profile in relation to the perceived impact that it could have in relation to the nearby historic context and to the property.
2. Rapid completion of the Special Protection Plans for the historic areas and their surroundings, considering the new concepts on historic urban landscape and the exploitation of the perception of the socio-cultural and economic values of the historic heritage. In particular it is important to consider how, in relation to the law of Andalusia, which stipulates that protected zones (on urban areas) must have around them buffer zones of 50 meters, how the wider setting of the property might be protected to counter the current urban pressures.

The mission members appreciated the state of maintenance of the three sites within the property. They found that the municipal services are assisted by those focused on Regional level to improve the condition of buildings by promoting safeguard and restoration. In some cases the regional services are substantial.

1 BACKGROUND TO THE MISSION

Inscription history

In 1986, at request of ICOMOS - supported by an Advisory Body Evaluation -, the Government of Spain included in one nomination three leading monuments in Seville: the Cathedral, the Alcázar and the Lonja (became in 1784 the Archivo General de Indias), which originally were to be nominated separately. The proximity of these three monuments to the heart of the city, their obvious complementarity and the fact that all the high points of the history of Seville are represented, give this proposal great coherence.

In the 1987 the nomination was accepted and these cultural properties were included on the World Heritage List, but no buffer zone was defined.

Statement of OUV:

Brief synthesis

Together the Cathedral, Alcázar and Archivo de Indias as a series, form a remarkable monumental complex in the heart of Seville. They perfectly epitomize the Spanish “Golden Age”, incorporating vestiges of Islamic culture, centuries of ecclesiastical power, royal sovereignty and the trading power that Spain acquired through its colonies in the New World.

Founded in 1403 on the site of a former mosque, the Cathedral, built in Gothic and Renaissance style, covers seven centuries of history. With its five naves it is the largest Gothic building in Europe. Its bell tower, the Giralda, was the former minaret of the mosque, a masterpiece of Almohad architecture and now is important example of the cultural syncretism thanks to the top section of the tower, designed in the Renaissance period by Hernán Ruiz. Its “chapter house” is the first known example of the use of the elliptical floor plan in the western world. Ever since its creation, the Cathedral has continued to be used for religious purposes. The original nucleus of the Alcázar was constructed in the 10th century as the palace of the Moslem governor, and is used even today as the Spanish royal family’s residence in this city, thereby retaining the same purpose for which it was originally intended: as a residence of monarchs and heads of state. Built and rebuilt from the early Middle Ages right up to our times, it consists of a group of palatial buildings and extensive gardens.

The Alcázar embraces a rare compendium of cultures where areas of the original Almohad palace – such as the “Patio del Yeso” or the “Jardines del Crucero” – coexist with the Palacio de Pedro I representing Spanish Mudejar art, together with other constructions displaying every cultural style from the Renaissance to the Neoclassical.

The Archivo de Indias building was constructed in 1585 to house the *Casa Lonja* or *Consulado de Mercaderes de Sevilla* (Consulate of the merchants of Seville). It became the Archivo General de Indias in 1785, and since then it has become home to the greatest collection of documentation concerning the discovery of and relations with the New World. The Archivo de Indias, designed by the architect responsible for completing El Escorial, Juan de Herrera, is one of the clearest examples of Spanish Renaissance architecture. An enormous influence on Baroque Andalusian architecture and on Spanish neoclassicism, it symbolizes the link between the Old and the New World. Seville owes its importance during the 16th and 17th centuries to its designation as the capital of the Carrera de Indias (the Indies route: the Spanish trading monopoly with Latin America). It was the “Gateway to the Indies” and the only trading port with the Indies from 1503 until 1718. The Conjunto Monumental, or group of historic buildings encompassing the Cathedral/Giralda, the Alcázar and the Archivo de Indias, constitutes a remarkable testimony to the major stages of the city’s urban history (Islamic, Christian, and that of Seville with its associations with the New World), as well as symbolizing a city that became the trading capital with the Indies for two centuries – a time during which Seville was the hub of the Spanish monarchy and played a major role in the colonization of Latin America following its discovery by Columbus.

Each one of these monuments is associated with the colonization process. The tomb of Columbus is preserved in the Cathedral. The *Sala de los Almirantes* (Admirals' hall) in the Alcázar was the headquarters of the *Casa de Contratación* (House of Trade), from which the monopoly with the Indies operated, and where, as a seat of learning, it spawned some of the most important expeditions of exploration and discovery of that period. And the *Archivo de Indias* has, since the 18th century, housed the most valuable and important documents which provide an insight into this historical event.

Criterion (i): The Giralda constitutes a unique artistic achievement, a masterpiece of Almohad architecture. The immense Cathedral with five naves which replaced the mosque is the largest Gothic edifice in Europe. The elliptical space of the Cabildo, created by Hernán Ruiz, is one of the most beautiful architectural works of the Renaissance.

Criterion (ii): The Giralda influenced the construction of numerous towers in Spain, and, after the conquest, in the Americas.

Criterion (iii): The Cathedral – the largest Gothic temple in Europe – and the Alcázar of Seville bear exceptional testimony to the civilization of the Almoravids and to that of Christian Andalusia dating from the re-conquest of 1248 to the 16th century, which was thoroughly imbued with Moorish influences.

Criterion (vi): The Cathedral, the Alcázar and the Lonja are directly and tangibly associated with a universally important event: the discovery of the New World by Christopher Columbus in 1492/1493 and the colonization of Latin America. The tomb of Christopher Columbus is in the Cathedral. Plans were made in the Admirals' Hall (*Sala de los Almirantes*) for a number of history's greatest explorations, notably the circumnavigation of the globe by Magellan and Sebastián Elcano (1519-1522). In the Lonja are conserved the most precious documents from the archives of the colonies in the Americas.

Integrity (2010)

The Conjunto Monumental retains in its configuration the physical integrity of the original buildings and the juxtaposition of the various major historical stages. The Cathedral constitutes a fully-used and complete monument. A Gothic temple whose construction was begun at the beginning of the 15th century above Seville's former *Mezquita Mayor* – an Almohad building whose *Patio de los Naranjos* has been preserved and converted into the access courtyard to the Cathedral – and the Giralda – the minaret that has been reused as a bell tower. It clearly displays the original Gothic masonry construction. Similarly, the later Renaissance buildings such as the *Sala Capitular* (Chapter House) retain their original fabric.

The Alcázar is another monument that retains the integrity of the phases of the various periods in which it was built. The rooms, patios and gardens of the original Almohad palace are preserved in their original state, as are the Mudejar constructions that make up the *Palacio de Pedro I* and the remaining later constructions and gardens that comprise the present-day Conjunto Monumental. The *Archivo de Indias* building is preserved in its entirety, along with the valuable documents that it contains.

Authenticity (2010)

Each of the three buildings reflects clearly its architectural histories and conveys its roles in the Spanish "Golden Age" in terms of ecclesiastical power royal sovereignty and the trading power that Spain acquired through its colonies in the New World. In the restricted perimeter covered by the property, the three buildings are the most important manifestations of the power and influence of Spanish trade in the Americas. They are however not the only manifestations in the city and to reinforce their ability to convey the outstanding universal value of the property, there is a need to allow them to be associated with other remaining buildings. The authenticity of the series of three buildings is to a degree vulnerable to changes in their setting which could leave them isolated from other associated buildings.

Protection and management requirements (2010)

Maintaining the Outstanding Universal Value remains guaranteed as long as individual protective mechanisms are in place for each one of the inscribed properties. The three buildings enjoy the highest degree of protection that exists in heritage legislation, at both regional and national levels, since they have been declared to be Properties of Cultural Interest in the Monuments category. Similarly guaranteed are the conservation of individual buildings also associated with the Spanish trade in the Americas in the historical heart of the city that serves as the urban setting for the three monuments and the general characteristics of that urban environment. Fulfilling the legal requirement for the existence of specific urban plans and catalogues for its protection, this area, as a whole has been declared a Property of Cultural Interest. Given the enormous extent of this Conjunto Histórico, the protection plans have been drawn up according to homogeneous sectors. These Special Plans and Catalogues, together with the General Plan that came into force in 2006 (for those sectors whose Catalogue has yet to be completed), establish adequate measures for protection of the immediate setting of the property.

There are currently no action plans for the three buildings. However, there are provisions for improving the area included within a buffer zone whose boundary is under consideration.

In the medium term, provisions made by the City Council include the completion of the Catalogues of buildings to be protected in both of the Conjunto Histórico sectors that have not yet been drawn up (sector 7, "Cathedral Sector" and sector 8, "Encarnación-Magdalena Sector") to replace the current precatalogues. In the medium term, there are plans to restore two buildings in the proposed buffer zone that relate to the colonization of Latin America, the Atarazanas (shipyard) and the San Telmo palace.

A proposal for a buffer zone was approved during the 34th Session of the WH Committee in July 2010. The buffer zone, within an area of 205 ha, is linked to the three components of the property through historical, heritage and visual reasons. In that it also includes parts of the river, which has shaped the development of the city, and parts of the opposite banks, but does not extend to cover the site of the Torre Cajasol (map). The WHC and ICOMOS consider: i) the area, which the State party has identified as a buffer zone, is undoubtedly important and should be protected; ii) this area gives the configuration to the city and then "tall towers beyond the immediate setting could still have a negative impact on the visual integrity of the ensemble". In fact the WH Committee in its considerations asserts that the "... protection outside this area in the wider setting will still be needed in terms of potential developments of tall buildings that will need to be considered through visual impact assessments for their possible impact on Outstanding Universal Value".

Background to the Mission

In September 2008, the World Heritage Centre (WHC) and ICOMOS were made aware of plans to construct a tall tower (178 metres), known as Torre Cajasol (or Torre Pelli), in the vicinity of the inscribed serial property. The WHC asked the State Party to provide detailed recent information and documentation on the project in order to evaluate possible adverse impacts of this high-rise project inside and outside the delimited protected zone of the World Heritage property.

In November 2008 the Spain Committee of ICOMOS prepared a "Report on the building of the Pelli Tower in Seville" in which it is asserted the non-compatibility of the Tower with World Heritage property in Seville, a serial property of three sites. The three sites are located approximately 300 m east of the Guadalquivir River. The proposed tower is on the western bank of the river approximately 600 m from the boundaries of the Alcázar. The Tower is located between Triana – an area known as "Puerto Triana"- and la Cartuja, whose name relates to a Carthusian monastery (and where Christopher Columbus lived at the end of his days). The report of ICOMOS Spain Committee expressed concern at the potential adverse impact of the proposed 178 metres high Cajasol Tower

(indeed it is important to note that the nearest highest natural points around Seville are Cerro de Santa Brígida and Cerro Blanco, at 124,5 metres and the Giralda at 103 metres).

Examination of the State of Conservation by the World Heritage Committee

At its 33rd Session (Seville, May 2009), the WH Committee, in decision 33 COM 7B.123, expressed its concern that the State Party had not provided any information on the proposed tower, in conformity with paragraph 172 of the Operational Guidelines, and requested urgently a comprehensive impact assessment of the proposed development on the Outstanding Universal Value of the World Heritage property and its setting. Also the WH Committee requested the State Party to define a buffer zone for the World Heritage property and to submit a map by 1 February 2010, for examination by the WH Committee at its 34th Session.

On 28 January 2010, the State Party submitted a report on the state of conservation of the property. This addressed the requests of the WH Committee at its 33rd Session (Seville, 2009) to undertake a comprehensive impact assessment of the proposed development of the Cajasol Tower on the Outstanding Universal Value of the World Heritage property and its setting, to draft a statement of Outstanding Universal Value for examination by the WH Committee and to define a buffer zone.

The Report, from the Commission formed to study the impact of the Cajasol Tower on the buildings declared World Heritage in Seville, focuses on the possible repercussions that the Tower could have on the three monuments, on its visibility from the buildings themselves (and their immediate vicinity) and on their conservation, use and viewing by visitors and users, also with regard to the relationship between the historical city and contemporary architecture, inherited landscape and the construction of the urban sprawl of Seville.

The Report, focusing the issues, expresses a vision of Seville like a model of sustainable urban development which is oriented towards the fostering of culture and knowledge, in relation to its rich artistic, architectural, urban and equally important landscape heritage at the forefront. The Report, stressing the importance of the new awareness of heritage by people (Cracow Charter), the concept of the European Landscape Convention (2000) and the other official documents, looks at visual perceptions which are the result of a complex system of tangible and intangible elements. In Seville, in particular, this could mean that a good management of all the sectors of the historic center should influence directly the conservation of the Cathedral, the Alcázar and the Archive of the Indies. The Report concludes that according to the conducted studies, although there isn't a direct visual interference from the pedestrian areas of the three sites that make up the World Heritage property and the Cajasol Tower, there is nevertheless "an excessive and undoubtedly negative impact on a transitional territory" between the property and the Tower.

During the 34th Session, the WH Committee requested the State Party to submit a detailed updated report by June 2011 for consideration at its 35th Session. In particular the Committee asked for information to be provided by the State Party on potential adverse impacts of the proposed Tower on the "transitional" area of the historic city and how to avoid any possible adverse impact on the Outstanding Universal Value of the property.

The State Party report, dated 17 May 2011, analyses in particular the situation of the World Heritage Property and the buffer zone, as approved in the 34th Session of WH Committee, in relation to their cultural values and historic urban landscape. The punctual analysis of the historic heritage and the urban development of Seville gives a relevant view about the importance of the areas along the river. The Report notes the current implementation of relevant Laws and urban plans.

At present some Special Plans ("*Plan Especial de Protección del Conjunto Histórico de Seville*") have been approved, but others are still missing (two sectors have only provisional approval and the

special plan to the Cathedral sector is still missing). In the Report there are also some recommendations on the new historic urban landscape approaches and proposals to speed up the revision and approval of the Special Protection Plans in the buffer zone and in bordering areas. The Report affirms the importance to pay attention to the new urban scenery which could emerge from an exploitation of Columbus and American colonisation tracks.

During the last years, many non-governmental organizations have made appeals to halt the erection of the Tower.

Justification of the mission (terms of reference, programme and composition of mission team provided in Annex)

The current position set out in the 2010 state of conservation report presented for the WH Committee was that the Impact Assessment carried out by the State Party demonstrated the potential negative impact on the World Heritage property and its crucial urban context, particularly its relationship with the river. According to this the State Party of Spain was requested by the WH Committee and to request an Advisory Monitoring Mission in order to consider: i) what progress has been made in halting the Tower project, ii) what options are possible, iii) the protection of the buffer zone and wider setting of the World heritage property (within which the proposed tower is sited), iv) desirability of extending the inscribed area to encompass more of the city that reflects the process of colonization of the Americas. The terms of reference, the program and the list of members of the mission can be found in Annexes A, B and C respectively.

2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

Legal Protection

The World Heritage properties of the old town of Seville are affected by multiple levels of legal protection.

The Law n. 16 on the Spanish Historical Heritage, dated 25 June 1985, states that:

- the duty and essential attribute of the State Administration is to guarantee the preservation of the Spanish Historical Heritage, promote its enrichment and safeguard access for all citizens to the property included in it (art. 2);
- each Autonomous Community is responsible for protection of its Historical Heritage (art. 6);
- Town Councils shall co-operate with the organisations that are responsible for enforcing this Law in the preservation and safeguarding of the Spanish Historical Heritage contained within their municipal territory, adopting any measures necessary to prevent them from deteriorating or being lost or destroyed (art. 7).

In particular we have:

- Law 16, dated 25 June 1985, on the Spanish Historical Heritage;
- Law 1, dated 3 July 1991, in the Patrimonio Historico de Andalucia (in force when the "Torre Pelli/Cajasol" was approved);
- Law 7, dated 17 December 2002, on Urban Management of Andalusia (LOUA);
- Law 14, dated 26 November 2007, on the Historic Heritage of Andalusia (which has currently substituted the previous Law 1/1991), which rigorously applies the current concept of environment and

landscape and provides the visual pollution or perceptual terms, forcing municipalities to introduce various types of planning urban or in-laws, measures and criteria for avoiding the possible condition of the declared monuments or groups.

The Cathedral, the Alcázar and the Archivo General de Indias are declared BIC (*Bien de Interés Cultural*) and in this case the Law 16/1985 states that "Property forming part of the Spanish Historical Heritage and declared of cultural interest under this Law or individually by Royal Decree shall enjoy special protection and safeguarding" (art. 9). In particular the declaration as property of cultural interest will entail the obligation for the municipality, in which they are located, to draw up a Special Plan for protection of the area involved by the declaration. Furthermore it is also possible to have another type of plan included in town planning legislation providing that under all circumstances it meets the requirements of this Law. Approval of these Plans will require a favourable report from the Administration responsible for the protection of the cultural property in question (art. 20).

The historical city of Seville has an indisputable (universal) urban, architectonic and artistic value, and it is already declared by Spain as a "conjunto histórico" of national value, with the administrative protection associated.

Buffer Zone

The buffer zone includes the area around the three sites included in the World Heritage property and other buildings and spaces that were directly associated with, or have some tangible bearing on, the Latin America colonisation. In this way the buffer zone is the expression of the complementary between the three inscribed buildings and their area, expressing better the involvement of Seville in the process of Latin American colonisation.

The buffer zone - in which there are nine well managed "classed buildings" - is included within the extended *Conjunto Histórico*, declared by Royal Decree on 2nd November 2009, and covers many sectors. The Decree asks to be drawn up the definition of Special Protection Plans, but at the moment a plan for the "inner" sector is still missing and two plans for other sectors of "conjunto" are being approved.

For a correct protection the included elements in the property, the Mission considers that it is important to complete the preparation of the Special Protection Plans.

Protection of wider setting

The mission had discussion with the relevant authorities and stakeholders about the protection of the buffer zone and wider setting of the property:

- The actual buffer zone seems in practice a "protected area" and a complementary and wider environment protection area is still missing, i.e. for the wider setting. It is important to review the nomination conditions of the actual "conjunto" on that sense.

The Mission considers that it is important to consider the protection of the setting beyond the buffer zone where this area relates to the property through landscapes within and around the town (panoramas, skylines, view-lines and landmark sites) and intangible elements (activities, symbolic and historic functions, cultural practices, traditions, memories and cultural references that constitute the substance of their historic value) which contribute to define its historic, artistic and environmental context. It is important to safeguard the OUV of the property from the impact of activities in its surroundings. Those impacts can be physical, visual or social.

Management structure

Spain is experiencing a significant level of decentralization that generates a division of powers based on different administrative levels. While the State Administration and Regions have different missions and impulse control, provinces or municipalities as Seville have an important operational role.

Given the decentralized system of the Spanish State, responsibility for implementing the World Heritage Convention is divided into three levels. In particular for Seville:

- National, Ministry of Culture
- Autonomous Community, Department of Culture of Andalusia
- Municipality of Seville

With regard to the Spanish Historical Heritage, the State Administration will adopt the necessary measures to facilitate collaboration with and amongst other public authorities. It will also gather and provide whatever information might be necessary (art. 2, Law 16/1985). The buildings belonging to the State and protected as cultural heritage are managed by the Technical Services Branch of Fine Arts and Cultural Assets of the central State.

The Autonomous Community government of Andalusia is the agency responsible for the enforcement of the Spanish Historical Heritage. It has enacted strong provisions on the protection of heritage. Then the Law 14/2007 approved the regulations for the protection of cultural heritage of Andalusia.

Locally, the municipality has responsibility for all areas of urban planning and infrastructure, and in this context, for all buildings that are not cataloged as BIC which is the majority in the city of Seville. The services of the city of Seville seems to cooperate in the conservation and preservation of this heritage with the *Instituto Andaluz del Patrimonio Histórico* (Law 5/2007, dated 26 June 2007), organ of the *Consejería de Cultura de la Junta de Andalucía*.

Without doubt many things have changed from 1987 when the three sites were inscribed as a World Heritage property by the WH Committee. From a medium-sized city, Seville opted to be a strong capital of the region, preparing large infrastructures on a metropolitan scale. Five years after inscription, The Universal Expo 1992 showed a newest Seville, enhancing the historical urban centre and monumental "conjunto" very well preserved, besides new territorial landmarks and changing the relation of Seville with the river (which has lost its historical and functional role with the city, affected by hydraulic works carried out in the configuration of the Guadalquivir), in relation to the formulated questions.

The current Master Plan of Seville (PGOU), approved in 2006, is quite different from the one that existed when Seville monumental complex was inscribed in the WHL. The current plan provides a great freedom for future interventions (volume and scale preeminence) in areas close to the three monuments in the WHL. The mission members think that some of these interventions may have potential negative impacts.

The current PGOU, which changed the framework of urban relationships with the monumental complex, was not communicated to the UNESCO. Being the new Plan very open, plans of low-level scale have big space to move. The municipality and other local authorities could define step by step interventions with very different features.

The General Plan of 2006 has substantially changed the city model of Seville giving rise to typically metropolitan relations and furnishing the regional capital with supra-municipal areas, functions and services. The 2006 PGOU includes development processes and heritage protection through Special Plans, which should analyze, detect and anticipate the possible impacts on the property World Heritage, as stated in the Committee of Experts in Recommendation 4, which specifies, based on new criteria heritage and landscape, the negative nature of some interventions in the territories adjacent to the historic city.

The Advisory Mission notes that the PGOU of 2006 had authorized 68.000 square metres of edification for the parcel where the new tower was designed, but indeed the local Special Plan (Plan PERI) covering that area has given more ample possibilities. The "Torre Pelli-Cajasol" is inserted in a global area of 180.000 square meters, where about 140.000 square metres are given to public space (to the city and the port authority). In a parcel, with an area of 41.331 square meters, the tower

occupies about 1.400 square meters. In particular the tower complex consists of a equipment area with three underground level parking for 3.066 cars and 400 motor-cycles (with 124.000 square metres), a commercial area with about 15.000 square metres, a congress area of 4.000 square metres for 800 people, about 20.000 square metres of offices and a tower, 178 metres high and covering 1.400 square metres (51.100 square metres total).

The implementation of the main PGOU objectives was defined by different Special Plans (PERI's). In the fundamental synthesis map of the PERI ARI-DT-10 nothing is said about the number of plants allowed in the new tower, the main emphasis was directed to the promotion of architecture of quality. In that plan drawing, in fact the principal reference for the highness of a new construction was: *"However, the determination of the occupancy and height parameters will be adopted by the PERI on the basis of a quality architectural proposal"* (Free translation of: *"No obstante, la determinación de los parámetros de ocupación y altura serán adoptados por el PERI sobre la base de una propuesta arquitectónica de calidad"*).

Again, in the main objectives and criteria of that PERI description we can read: *"The proposal seeks the regeneration of the area through proper coexistence between the uses of office, commercial, hotel, private services and facilities, relying on the mixture, in the merger, as elements of value in shaping the modern city. On the other hand, the proposal is confident that the **incorporation of public scale buildings and quality architectures** in itself cause a synergy that qualifies and puts in value the adjacent spaces, adapting its functionality to the enjoyment of all the city and contributing to their status as central area"* (free traduction of: *"La propuesta pretende la regeneración del área a través de la convivencia adecuada entre los usos de oficinas, comerciales, hoteleros, servicios privados y equipamientos, confiando en la mezcla, en la fusión, como elementos de valor en la configuración de la ciudad moderna. Por otro lado, la propuesta confía plenamente en que la **incorporación de edificios de escala pública y arquitecturas de calidad**, provocan en sí mismo una sinergia que cualifica y pone en valor los espacios libres colindantes, adaptando su funcionalidad al disfrute de toda la ciudad y contribuyendo a su condición de área de centralidad"*).

In the report of the PERI it is also said (cap. 3.3.3) «Altura» as synonym of "architectonic proposal of quality", and that (our translation): *"As a single element, the Special Plan authorizes a slim body, high-rise, with a very small percentage of occupation (...) a reference element in the urban landscape and in the profile of the city (...)"* (PERI, p.4). The (democratic) consultation period of that PERI did not get contestation or specific proposals of changing, so it was approved!

3 IDENTIFICATION AND ASSESSMENT OF ISSUES

The Casajol tower

According to the Terms of Reference established for the actual mission, the mission members list here their opinions about the principal factors affecting the property:

The main issue facing the property is the construction of the Casajol tower.

The river Guadalquivir has a relevant significance in relation to the history of Seville and assumes an important character in the context. Also in a perceptive perspective, it would be opportune to safeguard its banks, defining - along the areas near the historic centres - green spaces, paths and places from which enjoying the historical urban landscape. In this sense, for example, it could be desirable to revise the defined buffer zone and, on the other side of the river, extend it determining a *continuum* between the Triana and Cartuja areas.

- As is acknowledged in the SoOUV, the Cathedral, the Alcázar and the Archivo de Indias in Seville to form a remarkable monumental complex in the heart of Seville. They are buildings with powerful relationships with the place and the urban heritage around, buildings that

establish a complex dialog with the place; this relationship is structural to the value they have and to their identity.

- That dialog between buildings and place is essential to Seville, defines and structures the values of that heritage and its universal repercussions (related to other places and complexes like the "Porto Americano" structures and the Atarazanas, belonging to the conquest time, and other physical evidences of that area, like the Torre de Oro, the San Telmo Palace, etc.).
- The volumetric prominence and vertical dimension of the cathedral and Giralda minaret have always been a characteristic image, a powerful referent, a collective imaginary, a sign that expresses a long process of development. If those relationships change we will affect or compromise the principles on which the "universal value" was established and defined.
- The "Tower Pelli-Cajasol", which will rise to 178 m (for a total of about 40 floors of which 10 have been already made), is located in a particularly sensitive place among the "conjunto de la Cartuja", the historical "barrio" of Triana and the historical downtown of Seville. The strong vertical development of the building, together with the close physical connection with historical areas and monuments, amplifies the impact of the intervention produced by Cajasol, especially in light of the reasons given to support the motivation of the inscription of the three properties in the World Heritage List.
- There are certain visual axes where the new tower will dramatically change the actual prominence, and significance, of "La Giralda" (for example: the perception in the river axes converging near the new tower, which defines important water plans with larger perspectives, and the relationship between the highest points of the nearby territory, like the "Cerro Blanco" and "Cerro de St. Brígida", and the cathedral).
- The actual project already changes the perception process of Giralda, inverting the relations between "figura/fondo". These implications will be much higher near Torre del Oro complex, questions that gain more importance if an extension of the heritage included in the World Heritage List occurs. Since in that heritage, the global relations and significances to the territory are central to the spirit of the place - in its broadest sense - more than what was manufactured.
- The building of the "Tower" has started and is now proceeding at a rate of about one floor a week.

Concluding, the mission members consider that:

- a. the respect for the historical values, patterns and layers, must form the basis of appropriate architectural interventions in spatial, visual, intangible and functional terms. The new architecture must avoid the negative effects of drastic or excessive contrasts of the urban space, embracing the spirit of the place, the introduction of contemporary architectural elements must respect the OUV of the property and its setting; it can contribute to the enrichment of the town, bringing alive the value of urban continuity. In particular, in relation to the requests of WH Committee about the project "Torre Pelli-Cajasol" the mission considers that:
 - many associations and stakeholders that have taken part in the discussions, asked to halt the "Torre" project;
 - because at this moment the Project, which has followed its approval process, is under realization, it is necessary to order an urgent stopping of the construction and to discuss new possibilities for the site on the base of new cultural landscape approaches and to modify accordingly the actual project. The new concepts of Historical Urban Landscape and the concept of landscape (as defined by the European Landscape Convention) demand new

attention according to the concepts of safeguard/conservation and in relation to the contemporary architecture;

- better protection of the buffer zone and the wider setting of the World heritage property (within which the proposed tower is sited) is strongly needed.
- b. In regard to the current status of the Torre Pelli / Cajasol project, and what progress has been made in halting the project and what options exist:
- the mission members did not notice any concrete action taken to halt, or to modify, the project, as requested by the WH Committee. The initiatives communicated seem to be merely formal.
 - The Mayor's Representatives stated the readiness of Seville Ayuntamiento to negotiate, to review and to find modifications and solutions. Preliminary (not formal) contacts were taken in that direction with the project promoters, but CAJASOL said that they consider the project totally legal, and fully licensed. Having a valid license to construct the tower CAJASOL considers it totally inappropriate to change the approved design.
- c. In regard to the discussions the Mission had with the relevant authorities and stakeholders about the protection of the historic urban landscape setting of the property and its visual integrity and in particular the impact of the Torre Pelli / Cajasol project on the outstanding universal value, integrity and authenticity of the property:
- current heritage and conservation concepts fully respect the importance of the "culture of the place", the importance and awareness of the historic urban townscape. These concepts should inform the actual processes of impact assessment. To evaluate the relationships between the property inscribed in Seville and new contemporary architectural interventions such notions are fundamental.
 - To study the impacts on the "Conjunto Monumental" it is equally important to consider the visual relationships affecting the more internal public spaces and nearby (inside/out relationships, studied at level zero on some experts reports, but missing or not considering the view from upper or higher levels, for example from the fully lived "terrazas") as well as territorial relations and external perspectives (from outside the monuments, views that are improperly done or missing in the reports already produced and communicated to UNESCO), which often assume a very symbolic value, especially according to the criteria of this nomination.
 - In assessing the impacts it needs to consider not only the visible implications, or the visual relationships; there are other important impacts such as functional alterations, implications in traffic growth and consequent air pollution, for example, which must be taken into serious account when we study the implications of the new Pelli's tower project.
 - "*Quien no ha visto Sevilla, no ha visto maravilla*" is an anonymous description from the XVII century of current use, related to the specific townscape values of general and undisputed acceptance and often reported to us during the mission; but in assessing the impacts we cannot consider only the visible implications, or the visual relationships. There are other important impacts such as functional alterations, implications in traffic grown and consequent air pollution, for example, which must be taken into serious account when we study the implications of the new Pelli's tower project.

Other threats

In regard to the other existing building projects and construction plans and how these may affect the Outstanding Universal Value of the property, the mission specifically noted the following:

- according to the existing agreements, UNESCO must be informed about any new plan. Indeed it is very important to have information in advance, when plans are in drafting phase. In this way it is possible to avoid indefinite statement in presence of sensitive situations, like the one we are dealing with. In this case the Special plan - PERI - which regulated the new tower project allowed to build up to 225m high.
 - From the contacts the mission members made, it seems there are emerging new projects (not yet examined and not licensed by the municipality) for very high buildings (towers), with a significant presence in the skyline of the city. At this moment it is not possible to clarify or to know their viability, and precise locations.
- g. In regard to the consideration of policies to protect the World Heritage property, its setting and views, and their effective implementation and discuss opportunities for enhanced conservation and management:
- as the mission members have said before, they have discussed with the entities and different persons about the need to include new perspectives and instruments in the local and actual conservation system, mainly an urban historic townscape. The importance of the “culture of the place” should influence the review and upgrading of the plans and norms affecting the conservation of the property of the buildings and places to pose in the future and, of course, of the urban heritage (*Centro Histórico*) that articulates and links all those separate (and not autonomous) entities.
 - The extraordinary touristic success of Seville and the huge amount of visitors to historical center and its monuments implies also a careful management of that phenomenon. The city spaces should not be taken from their own inhabitants, gentrification process should be carefully considered and as should the right to have access to their own “heritage”.
 - The mission members have discussed with some of their interlocutors about the impacts of tourism excesses that could also affect the conservation of some of the sites in the property namely the Alcázar, in which the excess of visitors in the same spaces makes an adequate perception and reception of his great architectonics spaces and details almost impossible. They think that it could be useful to implement, at least in some of the more sensitive Alcázar inner spaces, a greater restriction in the number of visitors, introducing polices of access similar to the advance booking system adopted to regulate access to the Nasrid Palaces in the Alhambra.

4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

Review whether the value on the basis of which the property was inscribed on the World Heritage List is being maintained

The Cathedral, the Alcázar and the Archivo General de Indias are inscribed in the WHL on the basis of criteria (i), (ii), (iii) and (vi). The individual components are well preserved, but they need safeguarding in relation to their larger urban context. Therefore, it is important to give attention, to the decisions of new PGOU regulated by local authorities and Special Plans, like the *Planos Especiales de Reforma Interior* (PERI's), which are not reported to UNESCO and could allow projects with larger impact on them, to the development of Special Protection Plans and generally to define and provide greater protection to the wider setting where it provides a context for the property.

5 CONCLUSIONS AND RECOMMENDATIONS

The Advisory Monitoring Mission considers that in an urban environment strictly connected with a historic area it is important that the contemporary architecture is coherent with the existing layout. Contemporary architecture should find its expression through respect for the scale of the site, and have a clear rapport with the existing architecture and development patterns of their context.

In this case the mission considers that the impact of the Torre Cajasol tower is substantial, inside and outside the three sites of the property already inscribed. The principal problem exists in the very particular site the tower occupies. The site is surrounded by "protected historical areas"; the volume and altitude proposed for the new tower affects the perception and the reading of the cathedral, and it will end by loosing the actual undisputed highness of the Giralda tower in the present urban landscape.

Conclusively the Advisory Monitoring Mission considers that the "Torre Pelli-Cajasol" **has an excessive and undoubtedly negative impact on a transitional territory and in the perception of the three sites that make up the WH property.**

The Local Authority must find ways to stop the construction of the Cajasol tower and revise the project, through the modification of its profile in relation to the perceived impact that it could have in relation to the nearby historic context and to the property. It should start its revision process, by studying the modification of its scale and height in relation to the perceived impact that it has in relation to the nearby historic context and to the property already inscribed in the WHL.

Rapid completion of the Protection Special Plans for the historic areas and their surroundings, considering the new concepts on historic urban landscape and the exploitation of the perception of the socio-cultural and economic values of the historic heritage. In particular it is important to consider how, in relation to the law of Andalusia in which the protected zones (on urban areas) must have around them buffer zones of 50 meters, how the wider setting of the property might be protected to counter the current urban pressures.

Seville needs a system of protection, conservation and management that interconnects the national protection decisions respecting the historical urban fabric, the Special Protection Plans for the conservation of the buffer zone and the conservation of those aspects of the wider setting that provide the context to the property. This would be in line with contemporary concepts related to the safeguard of Urban Historic Landscape (and that approach is already included in regional laws, like article 9 from the "Ley 14/2007 del Patrimonio Histórico de Andalucía, that defines "*contaminación visual o perceptiva*": *aquella intervención, uso o acción en el bien o su entorno de protección que degrade los valores de un bien inmueble integrante del Patrimonio Histórico y toda interferencia que impide o distorsione su contemplación*).

New projects, based on powerful architectonic iconic formulations - in this case a spectacular out of scale construction -, are a new wish of the city included in the present PGOU of Seville (2006), but the specific site chosen, the very particular emplacement of the Pelli's tower (surrounded by protected areas, very near the historic center and with strong skyline presence) amplifies the disruptions to a point where there are excessive and undoubtedly negative impacts to the conservations conditions, to the presentation and to the context of the heritage already inscribed on the WHL.

In particular the mission members recommend:

- to remind national authorities that, according to the Operational Guidelines for the Implementation of the World Heritage Convention, new plans and buildings affecting in tangible

and intangible way the World Heritage property have to be transmitted to the UNESCO before their approval;

- to invite Municipality to complete, to submit to UNESCO and to approve quickly the Special Protection Plans for the area in which the three sites of World Heritage property are, considering the new concepts on historic urban landscape and with buffer zones not limited to only 50 meters in order to solve the implications of the actual excessive urban pressures. The definition of a Special Protection Plan could be also a good opportunity to revise other Special Plans according to the criteria that will be defined by the WH Committee.

ANNEXES

a- Terms of Reference

b- Itinerary and programme

c- Composition of mission team

d- Maps and plans

e- Photographs

a- Terms of Reference

**ICOMOS Advisory Mission to World Heritage property of
Cathedral, Alcázar and Archivo de Indias in Seville, Spain,
7-9 November 2011**

Further to the World Heritage Committee's discussion at its 34th session (Brasilia, 2010) and Decision 34 COM 7B.100, the State Party invited an ICOMOS advisory mission to the property, by letter dated 10 December 2010, in order to assess the state of the construction work on the Torre Pelli - Cajasol project, prior to the 35th session of the Committee.

The position set out in the 2010 and the 2011 state of conservation reports presented for the WH Committee was that the Impact Assessment carried out by the State Party demonstrated the potential negative impact on the World Heritage property and its crucial urban context, particularly its relationship with the river.

Considering this background, it is proposed that the advisory mission:

Terms of Reference:

1. As invited by the State Party of Spain, carry out an ICOMOS advisory mission to the property of Cathedral, Alcázar and Archivo de Indias in Seville, taking into account Decisions 34 COM 7B.100, 34 COM 8B.61 and draft Decision 35 COM 7B.110;
2. Review the overall situation of the World Heritage property of Cathedral, Alcázar and Archivo de Indias in Seville with regard to the state of conservation of the property in its widest urban context, its integrity and authenticity, and how current construction projects may affect the Outstanding Universal Value of the property;
3. Discuss with the relevant authorities, local institutions, organizations and other stakeholders the current status of the Torre Pelli / Cajasol project, what progress has been made in halting the project and what options exist;
4. Discuss with the relevant authorities and stakeholders the protection of the historic urban landscape and its visual integrity and in particular the impact of the Torre Pelli / Cajasol project on the outstanding universal value, integrity and authenticity of the property;
5. Review any other existing building projects and construction plans and how these may affect the Outstanding Universal Value of the property, and specifically recent developments around the property;
6. Discuss with the relevant authorities and stakeholders the protection of the buffer zone and wider setting of the property;
7. Consider the desirability of extending the inscribed area to encompass more of the city that reflects the process of colonization of the Americas;
8. Consider policies to protect the World Heritage property, its environment and views, and their effective implementation and discuss opportunities for enhanced conservation and management;
9. Prepare a brief statement on the main findings on 22 June 2011 as well as a detailed report by 15 July 2011 considering the Operational Guidelines, as well as the retrospective Statement of Outstanding Universal Value (Decision 34 COM 8B.61) and submit the report to the World Heritage Centre in electronic form (not exceeding 10 pages) including recommendations.

b- Itinerary and programme

**ICOMOS Advisory Mission to World Heritage property of
Cathedral, Alcázar and Archivo de Indias in Seville, Spain,
7-9 November 2011**

SUNDAY, 6 NOVEMBER

Advisory Members arrival at the airport of Seville

MONDAY, 7 NOVEMBER

8,30 h: Discussion and organization of the advisory members' work during the Mission

10,00 h: Excmo. Ayuntamiento Sevilla (Plaza Nueva, 1)

Meeting with the Public Institutions: Ayuntamiento de Sevilla, Junta de Andalucía y Ministerio de Cultura

The Major Mr. Zoido opened the meeting. Participants in the discussion:

- Laura de Miguel. Jefe de Servicio del Área de Patrimonio Mundial del Ministerio de Cultura.
- D. Juan Manuel Becerra García. Jefe del Servicio de Protección del Patrimonio Histórico de la Junta de Andalucía.
- María del Mar Sánchez Estrella. Delegada de Cultura. Ayuntamiento de Sevilla.
- Maximiliano Vilchez Porras. Delegado de Urbanismo. Ayuntamiento de Sevilla.

12,00: Visit to the Seat of Cajasol

Meeting with the promoting of intervention "Torre Pelli-Cajasol": explanation of the project.
Participants in the meeting:

- Marcos Contreras. Vicepresidente Cajasol
- Rosa Santos. Directora Institucional
- Pablo Cantalicio Director Participadas
- Manuel Amador Cuenca. Gerente Torre Cajasol
- Ginés Aparicio Soto. Director Proyecto y Obra Torre Cajasol
- Miguel Soria. Project Manager Torre Cajasol
- Miguel Angel Soria del Hoyo. Arquitecto Jefe Torre Cajasol

14,30 h: Lunch with Lazaro Cepas. Director General Cajasol and other members of Cajasol

16,00 h: Visit to the intervention site of "Torre Pelli-Cajasol" and explication of the project (the Director Técnico de la Gerencia Municipal de Urbanismo Andrés Salazar and Georges S. Zouain for Gaia Heritage took part in the inspection too)

18,30 h: Little tour in the historic centre and its surrounding with prof. Benito Navarrete, Director de Infraestructuras de ICAS.

20,00 h: Meeting and discussion between the two advisory members

TUESDAY, 8 NOVEMBER

8,30 h: Work meeting of the two advisory members

10,00 h: Gerencia Municipal de Urbanismo, Avda. Carlos III. Isla de la Cartuja (Sevilla) Caracola número 1

Meeting of the experts in relation to the impact of the "Torre Pelli-Cajasol" on the three properties inserted in the World Heritage List. Participants in the meeting:

- Javier Rivera Blanco. Universidad de Alcalá de Henares.
- Carlos García Vázquez. Universidad de Sevilla.
- Pablo Diáñez Rubio. Universidad de Sevilla.
- Alfredo Morales. Universidad de Sevilla.
- José Ramón Sierra. Universidad de Sevilla.

12,00 h

Meeting to discuss the way in which the Decision 34 COM 7B.100 should be put into effect. Participants in the meeting:

- Ramón María Serrera Conteras. Universidad de Sevilla
- Mar Lorén Méndez. Universidad de Sevilla
- Jaime Montaner Roselló. Arquitecto
- Vicente Lleó. Universidad de Sevilla.

14:00 h: Lunch

15,30 h

Meeting with ICOMOS Spain (prof. Víctor Fernández Salinas, Vicepresidente)

16,00 h

Meeting with civic platforms (20 associations which have turned to the UNESCO).

- Plataforma Túmbala (Ana Ávila Álvarez y Carmen Navarro Mezquita)
- Plataforma Torre Caja Sol (prof. Ferdinando Mendoza)
- Ecologistas en Acción Andalusia y Sevilla (Jesus Lara)
- Asociación de Profesores "Ben Baso" (Ana Ávila Álvarez)
- Asociación de Profesores para la difusión y protección del patrimonio
- José Garcia Tapial, arquitecto
- Asociación Andaluza de Antropología (prof. Isidoro Moreno)
- Nuria Font, Arquitecta y Geografa
- Arquitectura y compromiso social (Lidia Berdonles Machio)
- Asociación Europea de Jovenes Geografo-Egea Sevilla (Jaime Jover)
- Asociación Arquitectura y Copromiso Social (Ventura Galera Navarro)
- Jaime Lopez de Asiain, professor architect

20,00 h

We proposed to have a contact with some local experts (university professors) with a specialisation in historical urban landscape and urban conservation and we met prof. Florentio Zoido, prof. Eduardo Mosquera Adel, prof. Teresa Perez Caño.

WEDNESDAY, 9 NOVEMBER

8,30 h: Work meeting of the two advisory members

10,00 h: Cuarto del Maestro. Real Alcázar

Closing meeting. Participants:

- Laura de Miguel. Jefe de Servicio del Área de Patrimonio Mundial del Ministerio de Cultura.
- D. Juan Manuel Becerra García. Jefe del Servicio de Protección del Patrimonio Histórico de la Junta de Andalucía.
- María del Mar Sánchez Estrella. Delegada de Cultura. Ayuntamiento de Sevilla.
- Maximiliano Vílchez Porras. Delegado de Urbanismo. Ayuntamiento de Sevilla.

10,30 h: Visit to the three properties inserted in the World Heritage List to verify the visual impact of the "Torre Pelli-Cajasol" from these monuments

14,30 h: Lunch

15,30 h: M. José Aguiar went to the airport (departure flight 16,55 h) and Ms. Elvira Petroncelli had a last walk and visited in the historic centre and its monuments.

THURSDAY, 10 NOVEMBER

6,30 h: Ms. Elvira Petroncelli went to the airport, departure flight 8,00 h.

c- Composition of Mission Team

**ICOMOS Advisory Mission to World Heritage property of
Cathedral, Alcázar and Archivo de Indias in Seville, Spain**

Dates: 7-9 November 2011

ICOMOS Mrs Elvira Petroncelli
University of Naples Federico II
Dep. Pianificazione e Scienza del Territorio
Italy

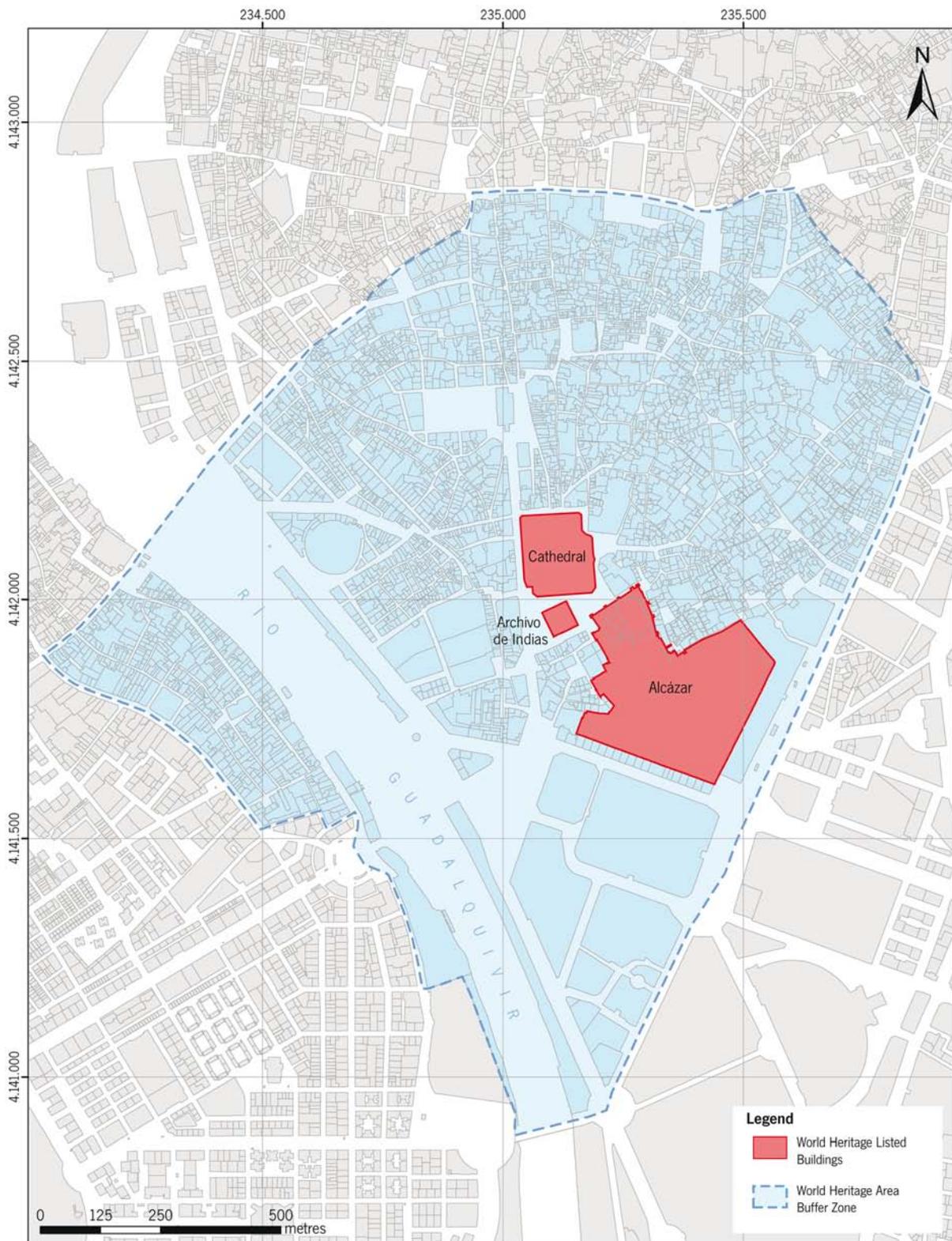
M. José AGUIAR
Technical University Lisbon (TULisbon)
Faculdade de Arquitectura de Lisboa
Portugal

d- Map and plans

**ICOMOS Advisory Mission to World Heritage property of
Cathedral, Alcázar and Archivo de Indias in Seville, Spain**



1. Map of "Plan Especial de Protección del Conjunto Histórico de Sevilla".



Cathedral, Alcázar and Archivo de Indias in Seville (SPAIN).

World Heritage Site and its Buffer Zone.

Property: 12 ha. + 187 ha. (Buffer Zone).

Agency responsible: Andalusian Regional Government, Department of Culture.

Base map: Cadastral map. 2010 february.
Spanish Government, Department of
Economics and Treasury.

Spatial Reference System:
European Datum 1950, Zone 30 North.

3. Cathedral, Alcázar and Archivo de Indias in Seville, World Heritage Site and its Buffer Zone.

3. e- Photographs

**ICOMOS Advisory Mission to World Heritage property of
Cathedral, Alcázar and Archivo de Indias in Seville, Spain**



Photo 1 and 2 - Actual state of construction of the Pelli tower; and the actual construction of the park area, offices and pedestrian street, (October, 2011).



Photo 3 – In the horizon; the Tower construction area, seen from the Torre del Oro and the historic harbor (October, 2011).



Photo 4 - The Tower construction area, seen from the Torre del Oro



Photo 5 – The urban prominence of the cathedral and La Giralda, seen from Torre del Oro.
Photo 6 – The Tower and La Giralda, seen from Huelva access motorway to Seville, and Aljarafe áreas.



Photo 7 – Sector where the tower could appear, seen from Real Alcázar gardens.



Photo 8 - Sector where the tower could appear, seen from Real Alcázar gardens.



Photo 9 – In the horizon, the construction site already visible from the *terrazza* in the Alcázar (October , 2011).



Photo 10 – Idem photo 9, detail seen from the *terrazza* in the Alcázar.



Photo 11 – The prominence of the cathedral in the city, aerial photo exposed inside the cathedral (photo authorized by the curator of the Cathedral).



Photo 12 – The new Pelli Tower (construction area) seen from La Giralda, medium level (1/3 high).



Photo 13 - The construction area of the Pelli Tower seen from La Giralda, upper level.

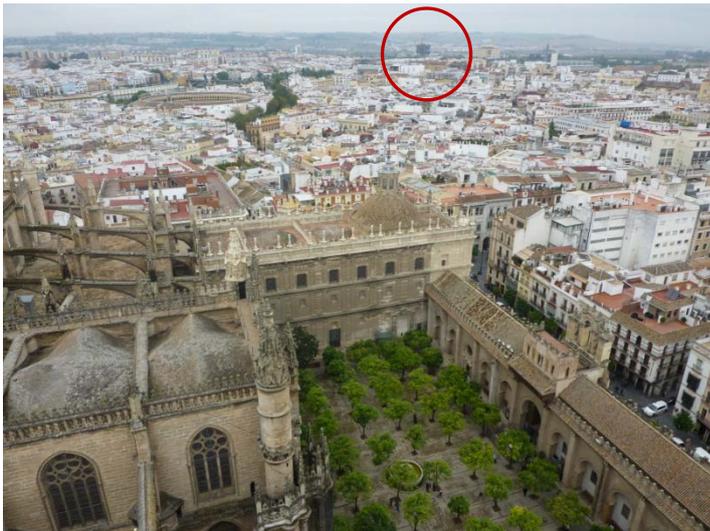


Photo 14 and 15 - The construction area of the Pelli Tower seen from La Giralda, upper level.



Photo 16 - The construction area of the Pelli Tower seen from La Giralda, highest level.
Photo 17 - The construction of the tower seen from Archivo de Indias terrace.



Photo 18 - The construction of the tower and the expressive volume of Torre Triana seen from level six of the new tower.

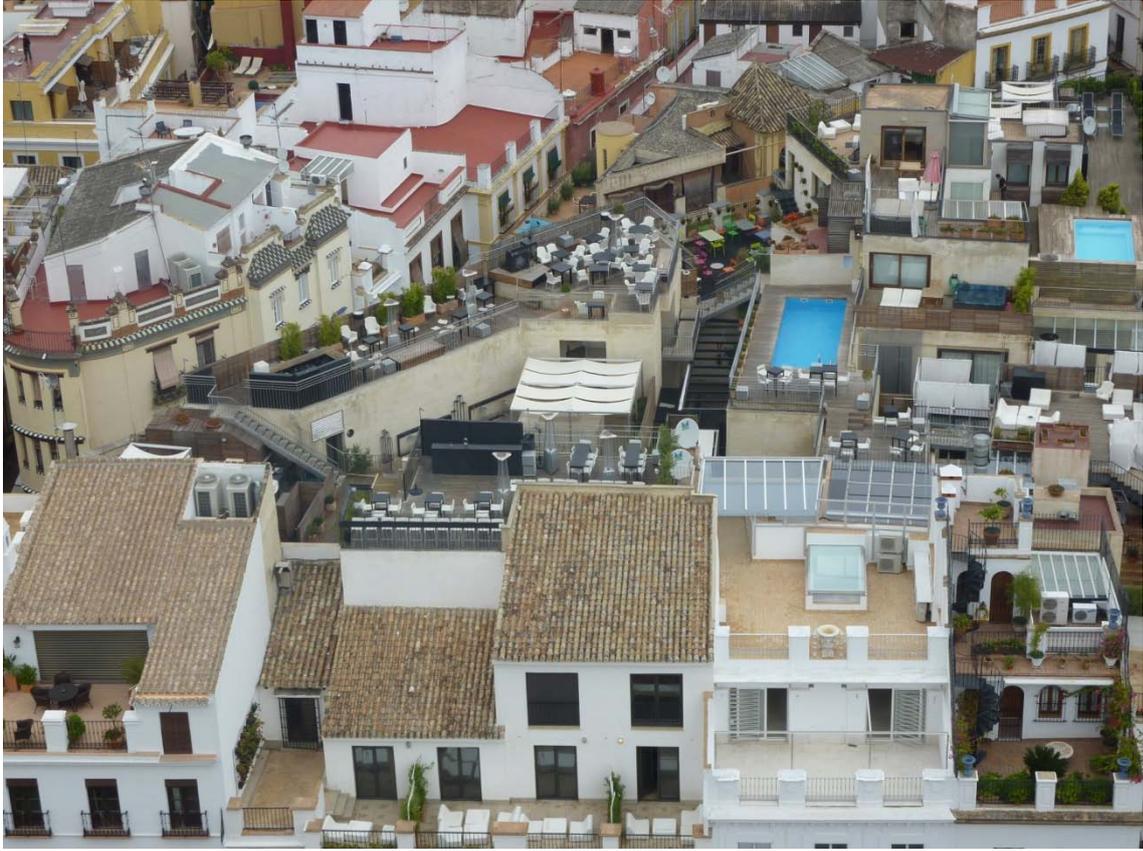


Photo 19 – The fully lived “terrazas” from Seville.