

**STATEMENT OF OUTSTANDING UNIVERSAL VALUE FOR THE FRONTIERS OF THE  
ROMAN EMPIRE AND ITS COMPONENT PARTS (WHS FRE) (C430)**

Date of inscription: 1987, 2005, 2008

Criteria: ii, iii, iv

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*Preamble:*

*The aim of participating States Parties is, by stages through international co-operation, to create a World Heritage Site that encompasses the outstanding manifestations of the frontiers of the Roman Empire, as evidence of the remains of one of the world's greatest civilisations and as a symbol of a common heritage.*

*The Frontiers of the Roman Empire (FRE) is a serial transnational nomination for which the participating States Parties have agreed that all component parts should make a substantial contribution to the overall OUV of the property. This means that the overall frontier will eventually be represented by a series of components that will each display particular and significant characteristics of the frontier, and together the components as a series will show how the frontier reflects substantial and distinctive responses to local topographical and political conditions as well as the unifying forces of the Empire.*

**Brief Synthesis**

The Roman Empire, in its territorial extent, was one of the greatest empires the world has known. Enclosing the Mediterranean world and surrounding areas, it was protected by a network of frontiers stretching from the Atlantic Coast in the west, to the Black Sea in the east, from central Scotland in the north to the northern fringes of the Sahara Desert in the south. Much of this frontier survives on and in the ground. It was largely constructed in the 2nd century AD when the Empire reached its greatest extent. This frontier was in places a linear barrier, or a series of protected spaces, or in some cases a whole military zone.

Substantial remains survive (clockwise from the west) in the UK, The Netherlands, Germany, Austria, Slovakia, Hungary, Croatia, Serbia, Bulgaria, Romania, Turkey, Syria, Jordan, Israel, Iraq, Egypt, Libya, Tunisia, Algeria, and Morocco. Starting on the western coast of northern Britain, the frontier in Europe then ran along the rivers Rhine and Danube, looping round the Carpathian Mountains to the Black Sea. The eastern frontier, stretching from the Black Sea to the Red Sea and running through mountains, great river valleys and the desert. To the south, Rome's protective cordon embraced Egypt and then ran along the northern edge of the Sahara Desert to the Atlantic shore in Morocco.

The remains include the lines of the linear frontier, natural elements such as the sea, rivers and deserts, and networks of military installations and ancillary features such as roads on, behind and beyond the frontier. These encompass both visible and buried archaeology. Together the inscribed remains and those to be nominated in the future form an extensive relict cultural landscape which displays the unifying character of the Roman Empire, through its common culture, but also its distinctive responses to local geography and political and economic conditions. Each component part is a substantial reflection of the way resources were deployed in a particular part of the Empire.

The FRE as a whole has an extraordinarily high cultural value. It was the border of one of the most extensive civilizations in human history, which has continued to affect the western world and its peoples. The frontiers had an important effect on urbanisation and on the

spread of cultures among remote regions. The scope and extent of the frontier reflects the unifying impact of the Roman Empire on the wider Mediterranean world, an impact that persisted long after the empire had collapsed. The frontiers are the largest single monument to the Roman civilization.

The FRE illustrate and reflect the complex technological and organisational abilities of the Roman Empire which allowed it to plan, create and protect a frontier of some 6000 km in length, with a garrison of tens of thousands of men, and to manage the social, economic and military implications of this frontier. The frontier demonstrates the variety and sophistication of the response to topography and political, military and social circumstances which include walls, banks, rivers, and sea.

## Criteria

### Criterion ii

The frontiers as a whole reflect the development of Roman military architecture and the impact of the frontier on the growth of transport routes, and urbanisation.

### Criterion iii

The Roman frontier is the largest monument of the Roman Empire, one of the world's greatest preindustrial empires. The physical remains of Limes, forts, watchtowers, settlements and the hinterland dependent upon the frontier reflect the complexities of Roman culture but also its unifying factors across Europe and the Mediterranean world. Unlike the Roman monuments already inscribed, the FRE's constructions are evidence from the edges of the Empires and reflect the adoption of and resistance to Roman culture by its subject peoples. The frontier was not an impregnable barrier: rather it controlled and allowed the movement of peoples within the military units, amongst civilians and merchants, thus allowing Roman culture to be transmitted around the region and for it to absorb influences from outside its borders.

### Criterion iv

The Frontier reflects the power and might of the Roman Empire and the spread of classical culture and Romanisation which shaped much of the subsequent development of Europe, the Near and Middle East and North Africa.

## Integrity and Authenticity

### *Integrity*

The FRE are well identified, understood and documented. The inscribed and nominated components will together reflect the various responses of the Empire to the needs of defence, political conditions and local trade. Overall the final series will convey in full the extraordinary complexity and coherence of the overall FRE and its key regional and local characteristics. Individual components each reflect particular outstanding regional responses. Inevitably, a serial property of this size and scope will face a number of pressures such as development and the impact of arable farming but these pressures are controlled by appropriate legislation and management arrangements. Buried parts of the property are well-preserved as archaeological sites while upstanding elements are appropriately conserved. Equally importantly, the setting of component parts is protected so that the Roman military planning and land use that the frontiers represent can be appreciated and understood. The location and setting of most of the component parts remain clear in the landscape.

### *Authenticity*

The inscribed component parts have a high level of authenticity and those nominated in the future will also all be selected for their high authenticity. Each of the component parts inscribed to date has been extensively studied and researched and its authenticity has been verified. This will continue to be the case for new components. The materials and substance of underground archaeological remains are well-preserved as are upstanding and visible remains.

The form and design of each representative part of the frontier and its associated structures are clear and comprehensible. Where parts of the frontier are overlaid by later development, these are treated as a vertical buffer zone. There are a number of reconstructions of elements of the frontier such as forts and watchtowers. Reconstructions since 1965 are not considered as part of the serial property but treated as a vertical buffer zone. Further reconstructions, unless based on firm scientific evidence and carried out according to accepted international standards, will not be nominated and only be accepted in the inscribed components under special circumstances.

### **Management and Protection**

At the international level, the participating States Parties have established an Inter-Governmental Committee (IGC) to oversee and coordinate the management of the overall serial property. As new components are added to the World Heritage property, the Committee will expand to include the States Parties responsible for them. The Committee is supported by the Management Group, and the Bratislava Group.

The Management Group is made up of those directly responsible for the site management of the currently inscribed sections of the WHS FRE. The Management Group provides the primary mechanism for sharing best practice in relation to WHS FRE.

The Bratislava Group is an international scientific advisory body with expert members from States Parties containing inscribed or potential parts of the WHS FRE. The Bratislava Group aims to share knowledge and experience of Roman frontiers and their identification, protection, conservation, management and presentation, leading to the distillation of a common viewpoint. Through technical and professional advice the Bratislava Group provides a scientific framework for the whole of the Roman frontiers.

Participating States Parties work together to establish a common approach to the identification, recording, research, protection, conservation, management, presentation, and understanding of the component parts of the Roman frontier, above and below ground, in an inter-disciplinary manner and within a sustainable framework. The States Parties through the Inter-Governmental Committee have agreed a common set of management principles which will apply to all component parts of the serial property, and have established the Management Group to co-ordinate their application.

At the national level, each State Party will protect its part of the Property through appropriate national legislation and regulation. Nationally, the management systems for each component part will address identification and definition of the site's significance, as well as its conservation, access to it, the interests and involvement of all appropriate organisations and communities from national to local level, and its sustainable economic use.

Within each State Party's existing legislative and management systems an appropriate management system has been developed, expressed through a Management Plan for the identification, protection, conservation and sustainable use of the component part within the context of these management principles. Management systems commit States Parties to involve local communities, to achieve appropriate balance between conservation, access, the interests of local communities and the sustainable economic use of each component

part, and to co-ordination of activities and participation in the international co-ordination mechanism.

**STATEMENT OF THE CONTRIBUTION TO THE OUTSTANDING UNIVERSAL VALUE  
FOR THE FRONTIERS OF THE ROMAN EMPIRE BY ITS COMPONENT PART  
HADRIAN'S WALL ("Contributory Statement")**

**Hadrian's Wall** (inscribed 1987)

**Brief Synthesis**

Running from the mouth of the River Tyne in the east to the Solway estuary in the west, Hadrian's Wall was a continuous linear barrier across northern Britain, protecting the empire from the tribes to the north. Begun c. AD 122, it remained in use until c AD 400. Originally of dressed stone construction and reaching c 5 m in height and fronted by a ditch, the Wall had milecastles (fortlets) every mile, with two turrets (watchtowers) in each interval. Larger forts were spaced along or just behind the Wall, and the rear of the immediate military zone was defined by a ditch flanked by banks (the Vallum). Additionally there were linking roads, outpost and hinterland forts and supply depots. The frontier was extended down the west (Cumbrian) coast by a chain of forts, fortlets and watchtowers. The Wall was in the main carefully sited to make the best use of the natural topography of the terrain through which it passed, particularly in its central upland sector

For the most part, the frontier still lies in open country, although parts in urban Tyneside and Carlisle are covered by subsequent urban development. Its line can be easily perceived and many parts have been excavated and conserved for display to the public. Its siting in the landscape can also easily be appreciated and it has strongly influenced the subsequent development of that landscape.

The contribution of this part of the Frontier to the Outstanding Universal Value of the FFE WHS is expressed as follows:

Hadrian's Wall is the most elaborately designed and constructed element of the Frontiers of the Roman Empire.

Hadrian's Wall is an outstanding example of a fortified frontier constructed in turf and dressed stone, which illustrates an ambitious and coherent system of defensive constructions perfected by engineers over the course of several generations. Whether with respect to military architectural construction techniques, to strategic design in the Imperial period or to the policy and organisation of space in a frontier zone, the universal value of this cultural property is in no doubt. This military zone bears exceptional testimony to Roman acculturation in the large number of human settlements associated with the defences. The vicus of Vindolanda, for example, is an excellent example of a garrison settlement which contributes to an understanding of how, in times of peace, away from the entrenched camp, soldiers and their families lived.

Occupied for nearly three centuries, the Wall exerted great influence on the spatial organisation of the north of the Roman Province of Britain and is still a part of the landscape from the Tyne to the Solway and the Irish Sea coast.

**Integrity and Authenticity**

*Integrity*

The World Heritage property includes sufficient of the impressive archaeological remains above and below ground necessary for understanding its outstanding universal value; these

remains demonstrate why it is an exceptional example of the use of artificial barriers in the planning and use of Roman frontiers.

Running from coast to coast, the property is of adequate size despite the exclusion of undesignated elements of the Frontier in the urban areas of Newcastle and Carlisle. The property also includes an outpost fort and some hinterland forts of the Wall. Of the two urban settlements (Carlisle and Corbridge) which provided logistic support to the frontier, Corbridge is included in the inscribed property. Future inclusion of additional elements should be considered in order to improve the integrity of the property.

The property is generally well preserved either as below ground archaeology or as upstanding stone structures which are well conserved or as earthworks. The affects of arable agriculture in the eastern area need to be carefully monitored and there in future there may be some pressure on Roman remains from urban development. The National Trail which follows the line of the Frontier is carefully monitored and managed to avoid erosion. In rural areas, there is the risk of development, such as wind turbines, in the setting of the property which could affect understanding of Roman military planning and land use in this landscape.

#### *Authenticity*

Most of the property consists of archaeological remains above and below ground and these have high levels of authenticity of materials and substance. The form and design of the frontier, in particular its linear character, and its architectural and military elements are still easy to understand and its location and setting in the landscape can be clearly appreciated. Many upstanding parts of the property have been conserved in accordance with the highest standards and are in a good state of repair.

#### **Management and Protection**

The UK Government protects World Heritage Sites in England in two ways. Firstly, individual buildings, monuments, gardens and landscapes are designated under the Planning (Listed Buildings and Conservation Areas) Act 1990 and the 1979 Ancient Monuments and Archaeological Areas Act and secondly through the UK Spatial Planning system under the provisions of the Town and Country Planning Act 1990.

National guidance on protecting the historic environment is contained in the National Planning Policy Framework and its supporting Planning Policy Guidance. The latter has a specific section on World Heritage Sites. Good Practice Advice notes are also being prepared by English Heritage. Policies to protect, promote, conserve and enhance World Heritage Sites, their settings and buffer zones can be found in local authority strategies plans and frameworks. Through the work of the Inter-Governmental Committee, the UK government will ensure that this component of the World Heritage property is managed in accordance with the overall governance principles of the Frontiers of the Roman Empire.

All parts of Hadrian's Wall within the World Heritage property are currently protected by designation under the 1979 Ancient Monuments and Archaeological Areas Act. The site benefits from other designations such as National Parks, Areas of Outstanding Natural Beauty and the Roman Wall Escarpment Site of Special Scientific Interest. There are appropriate policies in local authority spatial plans. There is an extensive buffer zone to protect the property from development which could affect the ability to appreciate its Roman military planning and land use which is such a significant contributor to OUV. In the urban areas the buffer zone serves to protect those elements of the frontier that are not protected by scheduling. Parts of the property are managed by eight different bodies for public access but the vast bulk is in private ownership.

Hadrian's Wall has had a Management Plan since 1996. It has been regularly updated, most recently in 2014/5. Relevant policies carry weight in the planning system. The property has a Committee of key local stakeholders who oversee the monitoring, implementation and review of the Management Plans. The Management Plan is implemented by the various stakeholders and the coordination of activities along the Wall is carried out by a Management Plan Coordinator based within Northumberland County Council. Along a property of this length and size it is very important to monitor pressures and to ensure consistent standards of development control and management.

**STATEMENT OF THE CONTRIBUTION TO THE OUTSTANDING UNIVERSAL VALUE  
FOR THE FRONTIERS OF THE ROMAN EMPIRE BY ITS COMPONENT PART UPPER  
GERMAN-RAETIAN LIMES (“Contributory Statement”)**

**Upper German-Raetian Limes (inscribed 2005)**

**Brief Synthesis**

The part of the Roman Frontier known as the Upper German-Raetian Limes (*Obergermanisch – Raetischer Limes*) ran between Rheinbrohl on the Rhine and Eining on the Danube. It was constructed in stages from around AD 100 until the end of the 2<sup>nd</sup> century AD. It was abandoned during the second half of the 3<sup>rd</sup> century AD.

Much of this part of the Limes was an ‘arbitrary’ drawn ‘straight’ line, defined precisely to the metre along that part of its course, which separated the Roman Empire from Germania Magna, and the Germanic peoples that it had failed to conquer. The Limes was not solely a military bulwark: it also defined economic and cultural limits, becoming a cultural divide between the Romanised world and the non-Romanised Germanic peoples.

It was drawn to enable the control of trade routes and to include within the Empire agriculturally rich areas such as the Wetterau, the Nördlinger Ries and the rich limestone soils of the Frankish Alb. This divide continued to influence the development of the area long after the demise of the Roman Empire.

The Upper German-Raetian Limes consists within its 550 km length of linear barriers, forts, watchtowers, and settlement zones around larger forts, where civilian populations who supported the military lived. The Limes and its structures thus reflect a social and historical unit.

The contribution of this part of the Frontier to the Outstanding Universal Value of the WHS FRE is expressed as follows:

The Limes with its forts, fortlets, towers, walls, banks and ditches, palisades, linked infrastructure and civilian architecture exhibit an important interchange of human values through the development of Roman military architecture, extending the technical knowledge of construction and management to large areas of the world.

In general, and along the inscribed sections in particular, the Limes bears an exceptional testimony to the Roman culture and its different traditions – in particular military – through engineering, architecture, religions, management and politics. In addition it triggered the exchange of cultural values through movement of soldiers and civilians from different nations.

The Roman Limes, and its German section, are an outstanding example of military architecture and building techniques, which were spread all around Europe and parts of Asia and Africa.

**Integrity and Authenticity**

*Integrity*

Some elements of the above and below ground preserved Upper German-Raetian Limes were still in use as late as the Middle Ages. Even today, some sections coincide with the course of current agricultural and political boundaries. As a whole, the Upper German-Raetian Limes is preserved in a now historical form. The course of time, in combination with



post-Roman usage of large areas, has irretrievably destroyed parts of the substance of the monument. Other areas are buried in the soil, and are no longer perceptible to the observer with the naked eye. As with the majority of archaeological monuments, the value of the Upper German-Raetian Limes therefore also lies in the substance buried in the ground. This forms an archaeological reserve area of the highest scientific value.

The World Heritage property is established along approximately the whole length of the barrier installations as a uniformly 30 m wide continuous strip of land. At the positions of watchtowers, the extension of the core zone has generally been increased to 60 x 60 m. For all fort locations, the World Heritage property has been individually defined. The quality and the state of preservation of the archaeological substance formed the criteria for this. The scope and extent of the World Heritage property along the barrier installations of the Upper German-Raetian Limes, taken as a whole, are consistent. Where large scale disturbances of the soil have taken place, the authentic monument substance may still be preserved in small areas between or underneath existing buildings, although concrete evidence is often lacking.

The buffer zone along the Limes has been adapted to the local circumstances according to four general principles. A buffer zone surrounds the proposed World Heritage zone of the Upper German-Raetian Limes where individual components are preserved as elements of the landscape. A buffer zone is also listed where archaeological substance in the ground can be supposed on the basis of theoretical scientific considerations, but for which there is as yet no evidence. Thirdly, a buffer zone has been listed everywhere where archaeological substance was originally present, but must today be considered to be largely destroyed. Fourthly, vertical buffer zones include reconstructed elements since 1965 excluded from the nomination, together with urban development above the Roman remains.

### *Authenticity*

Much of the Limes and its components are underground, never excavated or backfilled and therefore maintain complete authenticity. Some parts have been excavated and have then been properly conserved and presented. All these elements keep their authenticity. Several are presented symbolically by expressing their boundaries on the ground surface, while protecting their authenticity as well as the setting and integrity of the surroundings. In some cases the authenticity has been compromised by reconstructions erected before the site was inscribed on the World Heritage List.

### **Management and Protection**

Within the Federal Republic of Germany's federal legal systems the cultural heritage and therefore the Upper German-Raetian Limes is protected by the different States' monuments protection laws (*Denkmalschutzgesetze*). The States governments insure to protect, promote, conserve and enhance the WHS FRE. All inscribed elements and their buffer zones are respected within the spatial planning. Buffer zones have been defined to support the property's physical and visual protection.

The Upper German-Raetian Limes has a general Management Plan since 2004. It was revised for the first time in 2010. On the basis of this general Management detailed Limes Development Plans form the background for actions within each of the 'States.

To coordinate the activities along the Upper German-Raetian Limes the German Limes Commission (*Deutsche Limeskommission* – DLK) was founded in 2003 as a joint Commission of representatives of the relevant States offices, the responsible ministries and a number of related NGOs and archaeological institutions. The DLK coordinates recommendations and strategies of the management plan for the ORL, accompanies protective measures, development and research strategies. It is supported by Limes-

coordinators in the different States.

**STATEMENT OF THE CONTRIBUTION TO THE OUTSTANDING UNIVERSAL VALUE  
FOR THE FRONTIERS OF THE ROMAN EMPIRE BY ITS COMPONENT PART  
ANTONINE WALL ("Contributory Statement")**

Antonine Wall (Inscribed 2008)

**Brief Synthesis**

The Antonine Wall was a continuous fortified linear barrier extending for some 60 kilometres across the narrow waist of Scotland from the River Forth to the River Clyde. It was a complex military frontier system comprising a turf built rampart, berm, ditch, upcast mound, forts and annexes and fortlets, Military Way and quarry pits, beacon platforms, small enclosures and construction camps, together with civil settlements and field systems. Built on the orders of the Emperor Antoninus Pius in the 140's AD, it was the most advanced line of defence of the Roman Empire in the British Isles. Forming the most northwest part of the Empire's general system of defence or Limes, and in use for only a generation, this barrier incorporated several technical and design components not seen on earlier frontiers. It was one of the last of the linear frontiers to be built by the Romans.

The contribution of this part of the Frontier to the Outstanding Universal Value of the WHS FRE is expressed as follows:

The Antonine Wall bears testimony to the maximum extension of the power of the Roman Empire, by the consolidation of its frontiers in the north of the British Isles, in the middle of the 2nd century AD. The property is a physical manifestation of change in Roman imperial foreign policy at the time. The Antonine Wall is one of the significant elements of the Roman Limes present in Europe, the Middle East and North Africa. It exhibits important interchanges of cultural values at the apogee of the Roman Empire.

The Antonine Wall fully illustrates the effort of building the Limes on the frontiers of the Roman Empire. It embodies a high degree of expertise in the technical mastery of stone and turf defensive constructions, in the construction of a strategic system of forts and camps, and in the general military organisation of the Limes. The Antonine Wall is an outstanding example of the technological development of Roman military architecture and frontier defence.

**Integrity and Authenticity**

*Integrity*

The property includes all the upstanding and buried remains necessary for understanding its outstanding universal value and to demonstrate why it is an exceptional example of the use of artificial barriers as an aspect of the overall military frontier system of the Roman Empire. As a primarily earthen monument, environmental concerns and potential impacts of development offer a particular challenge to managing the site, and balancing access and conservation is addressed within the Management Plan.

The property is of adequate size to ensure the complete representation of the features and process which convey the significance of the property; all the archaeological remains of the monument, within present understanding of the site, are contained within the property. The buffer zone of the property provides protection for the setting of the monument. Although the monument sits in a highly varied modern urban and rural landscape the setting of the monument has been largely retained across the length of the Wall allowing the mindset of the Roman engineers to be envisaged and its scale and setting appreciated.

### *Authenticity*

The property has a high level of authenticity. All remains of the property are known and proven through archaeological investigations as authentic Roman constructions, erected during the reign of Antoninus Pius. It is visible as a sometimes impressive feature in the modern landscape for over one-third of its total length, while archaeological excavations undertaken over the last 100 years, have demonstrated that the rest survives well as buried archaeology beneath both fields and urban areas.

Given the short duration of the frontier system, the materials are highly authentic to the primary use of the monument in the mid to late second century AD. Currently displayed elements of the frontier have been undertaken on the basis of full documentation through modern excavation. Recent interventions are conservation-orientated and kept to a minimum.

### **Management and Protection Requirements**

World Heritage Sites in Scotland are protected through the following pieces of legislation. The Town and Country Planning (Scotland) Act 1997 and The Planning etc (Scotland) Act 2006 provide a framework for local and regional planning policy, and act as the principal pieces of primary legislation guiding planning and development in Scotland. Additionally, individual buildings, monuments and areas of special archaeological or historic interest are designated and protected under The Planning (Listed Building and Conservation Areas) (Scotland) Act 1997 and the Ancient Monuments and Archaeological Areas Act 1979.

The Scottish Historic Environment Policy (SHEP) is the primary policy guidance on the protection and management of the historic environment in Scotland. Scottish Planning Policy (SPP) sits alongside the SHEP and contains the Government's national planning policy on the historic environment. SPP provides for the protection of World Heritage Sites by considering the impact of development on the Outstanding Universal Value, authenticity and integrity of properties.

Policies to protect, promote, conserve and enhance the property can be found in local authority development plans and strategies. The five local authorities along the line of the Antonine Wall have specific policies with a presumption against any development which would have an adverse impact on the site and setting of the property. These policies are supported by Supplementary Planning Guidance (adopted by all five local authorities) which set out the criteria to be applied in determining planning applications for development along the line or within the setting of the Antonine Wall.

Through the work of the Intergovernmental Committee, the Scottish Government will ensure that this component of the World Heritage property is managed in accordance with the overall governance of the Frontiers of the Roman Empire World Heritage Site.

Most of the Antonine Wall is in private ownership but large areas are in the ownership of the five local authorities, and Historic Scotland on behalf of Scottish Ministers. These six are Partners in the development and delivery of the Management Plan, in place since 2008. Representatives of the Partners sit on the Management Plan Working Group, responsible for monitoring, implementing and reviewing the Management Plan, along with other stakeholders including the Royal Commission on Ancient and Historical Monuments of Scotland, the Hunterian Museum, Scottish Natural Heritage, British Waterways and the Forestry Commission. Working groups on issues such as Access and Protection report to the Management Board and the Partners share responsibility for the development of policy and best practice.