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la science et la culture

# World Heritage

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## UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

### CONVENTION CONCERNING THE PROTECTION OF THE WORLD CULTURAL AND NATURAL HERITAGE

World Heritage Committee  
Thirty first Session  
Christchurch, New Zealand  
23 June – 2 July 2007

**Item 7B of the Provisional Agenda:** State of conservation of World Heritage  
properties inscribed on the World Heritage List

#### SUMMARY

As per Decision **7 EXT.COM 4B.1, paragraph 9**, this document contains information on the state of conservation of properties inscribed on the World Heritage List, and is separated in three categories:

1. State of conservation reports for adoption requiring discussion by the Committee, and concerning properties considered for in-Danger listing;
2. State of conservation reports for adoption requiring discussion by the Committee;
3. State of conservation reports for adoption requiring no discussion by the Committee;

**Decision required:** The Committee is requested to review the reports on the state of conservation of properties contained in this document. In certain cases, the Committee may wish to decide to discuss in detail the state of conservation reports which are submitted for adoption without discussion. The Committee may wish to adopt the draft Decision presented at the end of each state of conservation report.

The full reports of Reactive Monitoring missions requested by the Committee are available at the following Web address in their original language:  
<http://whc.unesco.org/archive/2007/>



## Table of content

<b>I. REPORTS ON THE STATE OF CONSERVATION OF PROPERTIES INSCRIBED ON THE WORLD HERITAGE LIST .....</b>	<b>3</b>
<b>NATURAL PROPERTIES .....</b>	<b>3</b>
AFRICA .....	3
FOR ADOPTION REQUIRING DISCUSSION .....	3
2. Ngorongoro Conservation Area (United Republic of Tanzania) (N 39) .....	3
3. Selous Game Reserve (United Republic of Tanzania) (N 199) .....	8
FOR ADOPTION REQUIRING NO DISCUSSION .....	9
8. Cape Floral Region Protected Areas (South Africa) (N 1007 rev) .....	9
EUROPE AND NORTH AMERICA .....	13
FOR ADOPTION REQUIRING DISCUSSION .....	13
24. Isole Eolie (Aeolian Islands) (Italy) (N 908) .....	13
26. Volcanoes of Kamchatka (Russian Federation) (N 765 bis) .....	16
FOR ADOPTION REQUIRING NO DISCUSSION .....	19
29. Durmitor National Park (Montenegro) (N 100) .....	19
LATIN AMERICA AND THE CARIBBEAN .....	22
FOR ADOPTION REQUIRING DISCUSSION .....	22
36. Talamanca Range- La Amistad Reserves / La Amistad National Park (Costa Rica / Panama) (N 205 Bis) .....	22
<b>MIXED PROPERTIES .....</b>	<b>25</b>
LATIN AMERICA AND THE CARIBBEAN .....	25
FOR ADOPTION REQUIRING DISCUSSION .....	25
45. Historic Sanctuary of Machu Picchu (Peru) (C/N 274) .....	25
<b>CULTURAL PROPERTIES .....</b>	<b>26</b>
AFRICA .....	26
FOR ADOPTION REQUIRING DISCUSSION .....	26
48. Island of Mozambique (Mozambique) (C 599) .....	26
ARAB STATES .....	31
FOR ADOPTION REQUIRING DISCUSSION .....	31
55. Ancient Thebes with its Necropolis (Egypt) (C 87) .....	31
56. Islamic Cairo (Egypt) (C 89) .....	31
58. Ancient City of Damascus (Syria) (C 20) .....	34

FOR ADOPTION REQUIRING NO DISCUSSION .....	37
64. Ancient Ksour of Ouadane, Chinguetti, Tichitt and Oualata (Mauritania) (C 750) .....	37
ASIA-PACIFIC.....	41
FOR ADOPTION REQUIRING DISCUSSION .....	41
69. Old Town of Lijiang (China) (C 811) .....	41
70. Sangiran Early Man Site (Indonesia) (C 593) .....	43
71. Meidan Emam, Esfahan (Islamic Republic of Iran) (C 115).....	46
73. Luang Prabang (Lao Peoples Democratic Republic) (C 479 rev).....	48
74. Samarkand – Crossroads of Cultures (Uzbekistan) (C 603 rev) .....	52
75. Complex of Hué Monuments (Vietnam) (C 678).....	56
FOR ADOPTION REQUIRING NO DISCUSSION .....	61
78. World Heritage properties in Beijing (China) .....	61
79. Champaner-Pavagadh Archaeological Park (India) (C 1101) .....	65
80. Taj Mahal (C 252), Agra Fort (C 251), and Fatehpur Sikri (C 255) (India) .....	66
81. Group of Monuments at Hampi (India) (C 241) .....	68
EUROPE AND NORTH AMERICA .....	73
FOR CONSIDERATION FOR IN-DANGER LISTING .....	73
88. Kizhi Pogost (Russian Federation) (C 544) .....	73
FOR ADOPTION REQUIRING DISCUSSION .....	77
92. Butrint (Albania) (C 570 bis) .....	77
94. Historic Centre of Prague (Czech Republic) (C 616).....	79
95. Historic Centre (Old Town) of Tallinn (Estonia) (C 822) .....	82
96. City-Museum Reserve of Mtskheta (Georgia) (C 708) .....	85
97. Bagrati Cathedral and Gelati Monastery (Georgia) (C 710) .....	88
100. Natural and Culturo-Historical Region of Kotor (Montenegro) (C 125) .....	90
101. Auschwitz Concentration Camp (Poland) (C 31) .....	92

# I. REPORTS ON THE STATE OF CONSERVATION OF PROPERTIES INSCRIBED ON THE WORLD HERITAGE LIST

## NATURAL PROPERTIES

### AFRICA

#### FOR ADOPTION REQUIRING DISCUSSION

#### 2. Ngorongoro Conservation Area (United Republic of Tanzania) (N 39)

##### Year of inscription on the World Heritage List:

1979

##### Criteria:

(vii) (viii) (x)

##### Year(s) of inscription on the List of World Heritage in Danger:

N/A

##### Previous Committee Decisions:

**26 COM 21(b).22; 29 COM 7B.1; 30 COM 7B.2**

##### International Assistance:

Total amount provided to the property: Technical co-operation for a scientific study of vehicle congestion in the Ngorongoro crater (2001: USD 10,000).

##### UNESCO Extra-budgetary Funds:

N/A

##### Previous monitoring missions:

IUCN mission 21-24 April 1986; World Heritage Centre-IUCN mission 28 April to 4 May 2007

##### Main threats identified in previous reports:

- a) Increased human pastoral population;
- b) Immigration; Poaching;
- c) Spread of invasive species;
- d) Tourism pressure;
- e) Encroachment and cultivation

##### Current conservation issues:

On 8 January 2007, the World Heritage Centre received a report from the State Party on the state of conservation of the Ngorongoro Conservation Area. The State Party reported on

progress in addressing the threats to the property, in particular from tourism and encroachment. As requested by the Committee at its 30th session (Vilnius, 2006) and on the invitation of the State Party, a joint World Heritage Centre - IUCN mission visited the property from 28 April to 4 May 2007. The detailed findings and recommendations of the mission are contained in the report of the mission, which is available for reference on the website of the World Heritage Centre, and are summarised below:

*a) Visitor management and infrastructure development:*

The Mission noted that an Environmental Impact Assessment (EIA) has been completed for the proposed Kempinski Lodge, to be located on the rim of the crater. The EIA is currently (3 May 2007) with the Minister for Environment in the Vice-President's Secretariat for approval, but no final decision has been made at this stage. It is understood that the EIA has recommended that the lodge should not be built on the crater rim and that this is also the position of the Ngorongoro Conservation Area Authority (NCAA) Board. However, the hotel group is already advertising the proposed lodge. The Mission notes that this Lodge is expected to have a capacity of 120 beds, and has potential for major direct and indirect impact on the conservation area, including increased use of water, electricity and associated services like waste disposal. There is also a potential impact on visual integrity, which is particularly relevant as the property has been inscribed under criteria (vii), relating to outstanding scenic and aesthetic values. Finally the development of such a lodge would set a precedent for future additional development within the rim of the crater. In view of these factors, the Mission Team supports the position of the EIA and the NCAA Board and recommends that the Kempinski Lodge should not be approved on the rim of the crater. It is the opinion of the mission team that there may be the potential for Danger Listing of this property should the Lodge be constructed on the rim of the crater.

The General Management Plan (GMP) of the property, which was approved for implementation by the Board of the NCAA on 15 April 2006, provides for the continuation of the 4 existing lodges but no further development within the rim of the crater (500m from the crater rim), considering the limited water supply and the already existing total bed capacity of 620. It is also noted that there are proposals to renovate the existing Rhino Lodge, with the addition of an extra 20 beds, as a joint venture by the Pastoral Council and an external developer. This has been approved by the previous NCAA Board.

The NCAA has completed the Environmental Impact Assessment of the traffic management within the crater, which makes a number of recommendations, including: (1) using vehicles with a higher passenger capacity and, in particular, ensuring all vehicles have 12 seat capacity as against 4 seats currently; (2) reducing the length of crater tours from the current full-day tour to a half-day tour and monitoring the time spent in the crater by time-punching machines at entry and descent points; (3) limiting vehicles to 100 in one day (as against some 300 per day currently), and maintaining a distance of 3 km between vehicles; (4) cementing the main ascent (7 km) and descent (4 km) roads into and from the crater and upgrading certain roads within the crater itself by gravelling up to 10 cm thickness; (5) increasing user fees for visitors to the crater to US\$ 200 per vehicle; (6) initiating a code of conduct, covering speed limits of 25 to 30 km/hour within the crater (to be enforced by speed cameras), and off-road driving; (7) considering options for joint venture development where the NCAA would operate the crater tours jointly with tour operators; and (8) developing alternatives, including the promotion of viewing wildlife in other areas (Olmoti and Empakaai Craters), as well as the development of nature trails within the conservation area, a platform for wildlife viewing on the crater rim, and a visitor information centre.

The Mission Team noted two gravel pits within the property, one close to the Sopa Lodge to the east of the crater, which is currently active, and the other within the crater, which is reportedly being closed down, and these are used to source gravel for maintenance of roads. The sourcing of gravel from outside the conservation area was reported to increase the likelihood of invasive species.

*b) Encroachment:*

The revised General Management Plan, approved in April 2006, established a new zoning plan, defining the Northern Highland Forest Reserve and the Ngorongoro Crater as the core zone where human activities are highly restricted. There are daily patrols to monitor and control illegal activities such as collecting timber and firewood.

The policy of the NCAA Board has included banning of cultivation within the conservation area, which has been phased out over a period of time, and also voluntarily relocating immigrant populations outside the conservation area. In relation to the voluntary relocation of the immigrant population, the NCAA has encouraged and facilitated this process by the provision of infrastructure outside of the conservation area (at Oldonyo Sambo, about 70 km north from the NCA boundary), including the building of a school, dispensary, police station, and a road from the conservation area, and the provision of land (around 2 acres per individual) for cultivation. As at April, 2007, 223 out of a total of 1,725 immigrants have moved out voluntarily, and the balance is waiting for infrastructure outside the conservation area to be completed. The resettlement will reportedly be finalised after the infrastructure development is completed (by June 2008).

In relation to the Maasai population the carrying capacity of the property will be assessed in terms of the current and future numbers of Maasai that the area can sustain. The study will also address issues such as how to increase productivity through, for example, introducing improved breeds of cattle. This study will be undertaken in close consultation with the Maasai population and District Authorities adjacent to the conservation area. The NCAA is currently (May 2007) in the process of identifying a suitable consultant to undertake this carrying capacity study.

The Mission Team noted some soil erosion associated with cattle access into the crater. Access for cattle grazing has been a traditional right granted to the Maasai people for an agreed number of Bomas (Maasai settlements) and is valued, particularly for access to "salt licks" on the floor of the crater and also as a source of water in the dry season. This right of access is recognized within the General Management Plan and is mainly used by the villages closest to the crater. The NCAA have provided alternative sources of salt to the Maasai on the implicit understanding that, if the salt can be supplied separately, the Maasai will not take their cattle down into the crater or, alternatively, will go less frequently. However this is an on-going and sensitive issue and will need further attention and discussion with the Maasai to identify and implement viable alternatives. It was reported that currently some 500 cattle from 10 Bomas enter the crater each day.

In the dry season the Maasai are allowed to graze in certain parts of the northern highland forest reserve, subject to restrictions locally agreed upon by the NCAA and the Maasai. The Mission Team was advised that the NCAA has addressed illegal logging in the northern highland forest reserve. The Team over flew the northern highland forest and their conclusion is that significant erosion as a consequence of grazing was not apparent in this area. The Mission Team also noted activities to encourage alternatives to the use of timber from the northern forests, specifically by the NGO HIMAKU, based in Karatu, which is developing alternatives, more fuel efficient stoves for cooking and also alternative techniques for making bricks.

The mission team notes there is currently a major infrastructure development project to relocate the accommodation for all NCA and lodge staff from their current location within the property. The site of the relocation (Kamyn Estate) covers an area of 435 acres and is approximately 5 km from the Lodoare Gate. This relocation will involve approximately 360 NCA families (in total about 3,000 persons), and staff working within existing lodges (approximately 2,000 persons) over a 4 to 5 year period. Construction has already commenced and it is anticipated that accommodation for NCA staff will be completed by June 2008, while the lodge management will have the responsibility to develop infrastructure for their staff.

c) *Invasive species:*

The Mission Team noted that the NCA management has made major efforts to control invasive species (both alien and indigenous), particularly within the crater. Twenty (20) full time staff are currently working on the control of invasive species and this number is doubled in times of specific operations such as controlled burning. Priority areas are identified as (in descending order): crater floor; the crater rim; the northern highland forest reserve; the populated – human settlement areas; and then other areas. Priority species are identified as (in descending order): Mauritius thorn; black wattle, *Azolla filiculoides* (red water fern); eucalyptus species; Mexican poppy; and then other invasive and alien species.

Control methods have included burning, and mowing has also been applied in some areas. The development of invasive species control approaches has drawn on external experts and missions to other countries to assess control methods. The Mission Team noted that Mexican Poppy and *Datura* has been largely controlled within the crater but that the control of red water fern, which has invaded all fresh-water bodies in the crater remains a problem. The management reported that a study tour of some NCA staff to Benin will be implemented to learn the technique for control and eradication of the red water fern. Efforts are also being made to involve local communities in the control of invasive species, including through the involvement of schools in removing weeds in their local area, through the initiation of tree planting campaigns of native species, and giving free saplings of native species in exchange for alien species.

d) *Management and resourcing:*

Currently the monitoring of wildlife includes a census undertaken during wet and dry seasons each year to determine trends in wildlife population. Burnt areas are also monitored for composition of plant species.

The Mission Team noted a number of positive management activities within the crater, including the establishment of gabions to regulate water flow to ensure better management of species, habitats and the crater ecosystem. Roads are also closed-off periodically to rehabilitate overused areas.

The NCAA will reportedly purchase a helicopter in the coming financial year at a cost of 2.6 billion Tanzanian Shilling (TS) to facilitate management activities, like patrolling, fire protection, and rapid response.

The ability of the NCAA to generate and keep its own revenue is a significant factor in its success, which provides the flexibility to respond effectively to the different management challenges that are faced by the Authority. The Mission Team was advised that annual income from tourism currently generates 60 % of the total budget for NCAA (in 2006/07 this was reported to be about 27 billion TS: USD 1 = 1260 TS), with the balance of income (12 billion TS in 2006/07) coming from investments, fines, concession fees and services provided to lodges, such as the provision of water and electricity. Expenditure is largely on the provision of services to local communities, including roads and the development of infrastructure. The NCAA is examining a range of options for innovative financing, such as the development of a corporate bond (USD 50 million) to fund activities within the conservation area.

**Draft Decision:      31 COM 7B.2**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add;
2. Recalling Decision **30 COM 7B.2**, adopted at its 30th session (Vilnius, 2006);



3. Urges the State Party to urgently implement the following recommendations of the joint World Heritage Centre/IUCN monitoring mission undertaken in April-May 2007:
- a) *The process for encouraging voluntary relocation of the identified immigrant population to areas outside the property should be continued and completed by June 2008;*
  - b) *The census and study of carrying capacity within the conservation area be implemented as quickly as possible, and completed by no later than June 2008, and should be based on both the needs of the Maasai population and an assessment of the ecological impact of human populations on the ecology of the Ngorongoro Conservation Area;*
  - c) *The recommendations of the EIA relating to traffic congestion within the crater should be implemented, as quickly as possible, and their effectiveness be carefully monitored and assessed with regard to the impact on the ecology of the crater and also the impact on visitor satisfaction, which should be assessed through appropriate visitor surveys;*
  - d) *All existing gravel pits used to source material for road maintenance within the conservation area, including the one within the Ngorongoro crater, be closed and rehabilitated as soon as possible and that gravel material be sourced from outside the property, under the supervision of NCA staff to avoid the spread of invasive species;*
  - e) *There should be a freeze on any new lodge development within the conservation area, particularly on the crater rim. As recommended by the EIA report, the proposal for a new Kempinski Lodge on the rim of the crater should not be approved, in view of its adverse impact on the outstanding universal value and integrity of the property and the potential for the property to be included in the List of World Heritage in Danger;*
  - f) *All existing Lodges within the conservation area should provide exemplary models of best practice in relation to protection and appreciation of the environment, and they should undertake an environmental audit to ensure they are conforming to and exceeding international best practice in relation to environmental management, including strategies to reduce the consumption of water and electricity;*
  - g) *Continue the existing programmes for the control of invasive species and particular emphasis should now be placed on the eradication of Azolla filiculoides (red water fern) from all fresh-water bodies within the crater and the conservation area;*
  - h) *The program to relocate NCA and lodge staff outside the conservation area at the Kamyn Estate site should be implemented and completed as quickly as possible, and other major infrastructure (such as the shops) should also be progressively relocated outside the conservation area;*
  - i) *A high level technical forum should be established involving staff from the NCAA, the Serengeti National Park (TANAPA), and the relevant Wildlife Management Areas (Wildlife Department) to ensure better cooperation in relation to the joint management of the Ngorongoro-Serengeti ecosystem;*
4. Requests the State Party to invite a joint World Heritage Centre/IUCN monitoring mission in April 2009 to assess the state of conservation of the property, with special reference to implementing the recommendations of the 2007 mission;

5. Also requests the State Party to implement the above recommendations of the 2007 monitoring mission and to report on progress in their implementation by **1 February 2009**, for examination by the Committee at its 33rd session in 2009.

### **3. Selous Game Reserve (United Republic of Tanzania) (N 199)**

#### Year of inscription on the World Heritage List

1982

#### Criteria

(ix) (x)

#### Year(s) of inscription on the List of World Heritage in Danger

N/A

#### Previous Committee Decisions

**30 COM 7B.3**

#### International Assistance

N/A

#### UNESCO Extra-budgetary Funds

N/A

#### Previous monitoring missions

N/A

#### Main threats identified in previous reports

- a) Proposed cattle driving route;
- b) Poaching.

#### Current conservation issues

The State Party did not submit a state of conservation report as requested by the Committee at its 30th session (Vilnius, 2006). The State Party was requested to submit a report on progress made with the management plan and Environmental Impact Assessments (EIA), in addition to the following issues:

- a) Sources of income for the property;
- b) Poaching;
- c) Mining and mineral prospecting.

A joint UNESCO/IUCN mission is being carried out in June 2007, which will provide information on the state of conservation of the property and a number of corrective measures and time table of implementation in order to address the conservation and management problems affecting the property.

IUCN is aware of ongoing discussions for the proposed Selous-Niassa Wildlife Protection Corridor, which would ensure ecological links between Selous and Niassa Game Reserve in Mozambique through the support of GEF-UNDP and the German GTZ agency.

**Draft Decision:      31 COM 7B.3**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add;
2. Recalling Decision **30 COM 7B.3**, adopted at its 30th session (Vilnius, 2006);
3. Regrets that the State Party did not provide the documents requested at the 30th session of the Committee (Vilnius, 2006), including:
  - a) State of Conservation Report;
  - b) Management Plan;
  - c) Environmental Impact Assessment for dams and mining.
4. Notes that the 2007 Monitoring Mission will take place in June 2007; and requests the State Party to implement its recommendations as soon as possible;
5. Also requests the State Party to provide the World Heritage Centre with a detailed report by **1 February 2008** on the state of conservation of the property, in particular the measures taken to implement the recommendations of the 2007 joint UNESCO/IUCN monitoring mission, together with the above mentioned reports, and on the progress made with the management plan for examination by the Committee at its 32nd session in 2008.

**FOR ADOPTION REQUIRING NO DISCUSSION**

**8. Cape Floral Region Protected Areas (South Africa) (N 1007 rev)**

Year of inscription on the World Heritage List:

2004

Criteria:

(ix) (x)

Year(s) of inscription on the List of World Heritage in Danger:

N/A

Previous Committee Decisions:

**30 COM 7B.5**

International Assistance:

N/A

UNESCO Extra-budgetary Funds:

N/A

Previous monitoring missions:

N/A

Main threats identified in previous reports:

- a) Lack of financial resources;
- b) Invasive species;
- c) Fires.

Current conservation issues:

The State Party submitted a State of Conservation Report on 28 March 2007, which included information on institutional arrangements, management and conservation measures in the property and its surrounding areas. The State Party also reported on the funding for management activities to address the threats of fire and invasive species, but did not mention where threats and mitigation measures were taking place in relation to the World Heritage property.

*a) Boundaries and management:*

The report mentions that despite a number of acquisitions of properties adjoining several of the protected areas (e.g. Baviaanskloof and Table Mountain National Park), a submission has yet to be made to UNESCO for formal inclusion of these newly acquired properties to extend the Cape Floral Region Protected Areas World Heritage Site (CFRPA). The delay is largely due to the ongoing negotiations to establish a single coordinating authority for the component protected areas of this property. The single coordinating authority is expected to be in place by 2012. It is envisaged that once the coordinating authority is in place, the proposal for an extension of the CFRPA will be compiled and submitted. The report adds that management of the property has been enhanced due to significant improvements in legislation to protect the property.

*b) Funding:*

Much of the conservation activities are supported through the various partnerships and volunteer networks in the region. An extensive partnership exists between SANParks, CapeNature, the Eastern Cape Parks Board, the Cape Action for People and the Environment (C.A.P.E.) Programme and the South African National Biodiversity Institute (SANBI). CapeNature is the lead implementing agency for the C.A.P.E. Programme and manages six of the eight protected areas which form the World Heritage property. Funds for the management of the protected areas are distributed through national and provincial funds. The Global Environment Facility, through the World Bank and UNDP, and the Critical Ecosystem Partnership Fund support the enhancement of protected areas management. These funds are investing USD 20 million in the whole Cape Floral Region (CFR) between 2005 and 2009.

*c) Fire management:*

The State Party reported that the growth of the natural/urban interface is increasing the risk of fires as people cause 90% of fires. In recognition of this, CapeNature developed a Fire Management Plan, which aims to develop a Vegetation Fire Strategy within 5 years. The national 'Working on Fire Programme' has trained and equipped 1056 fire-fighting recruits since 2004. However, manpower to combat fire is still inadequate and more trained fire fighters are required.

The World Heritage Centre and IUCN note that urgent studies and collated data are required on fires and fire frequency in order to ensure that uncontrolled wild fires do not adversely impact upon the values and integrity of the property. For example, CapeNature's 2006 analysis in the Boland Mountain Complex region of the property suggested that 56% of the burnt area experienced localised plant extinction.

The World Heritage Centre and IUCN note the national monitoring programmes administered by non-governmental organizations and research units under the South African National Parks, CapeNature and the Eastern Cape Parks particularly its work in fire mapping. These need to be strengthened and integrated with a built-in mechanism for feedback for conservation.

*d) Invasive plant species:*

The State Party reports that one of the major factors affecting the Cape Floral Region is the impact of the invasive alien plants which out-compete indigenous flora and seriously threaten species diversity. CapeNature has an 'Invasive Alien Plant Strategy' which highlights areas where additional information and research is necessary. CapeNature invasive plants clearance in the 2005/2006 period was 112,000 ha, short of the 139,000 ha target. For the 2006/2007 period 3746 ha were cleared of invasive plants for the first time and follow-up clearing took place in a further 2707 ha. The Table Mountain National Park and the 'Working for Water Programme' have undertaken initial clearance of 85% of Table Mountain National Park, and are engaged in follow-up clearing. The State Party has also indicated that plant invasion is increasing and that currently invasive alien species management is fragmented, hence the need for further coordination.

In regard to water catchment management, the State Party report expresses concerns of reduced available water resources in the catchment basins due to the effects on run-off and stream flow from the higher water consumption of invasive plant species. In recognition of this problem, the 'Working for Water Programme' uses locally employed labour as a means of poverty alleviation works to control invasive plant species. 'Working for Wetlands', another public works programme, also addresses threats from invasive alien plant species.

*e) Education and raising awareness:*

Policies and programmes related to the presentation and promotion of the property have been improved, particularly those dealing with outreach and educational programmes. As part of the fire management programme, the FireWise SA awareness campaign has been launched to reduce the number of fires. The campaign targets landowners and school children. Similar education programmes operate through the 'Working for Water' and 'Working for Wetland' programmes.

The State Party has also reported that information has been disseminated in various media, particularly in the City of Cape Town and the Western Cape Province, to raise awareness on conservation and protection of natural heritage, in particular on the Table Mountain National Park.

IUCN has received conflicting information on the status of the CapeNature budget. The State Party reports an increase in budget, while other reports indicate that the budget has been reduced for a number of the protected areas of the World Heritage property.

**Draft Decision:      31 COM 7B.8**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add;

2. Recalling Decision **30 COM 7B.5**, adopted at its 30th session (Vilnius, 2006);
3. Commends the State Party for their continued support of programmes to manage fire and invasive species, in particular in the Table Mountain part of the property;
4. Notes with concern the high frequency of fires in the property and the associated impact on ecosystems, as well as challenges in the control of invasive alien plants;
5. Urges the State Party to continue pursuing efforts towards establishing a single coordinating authority for the property that would eventually facilitate the buffering and extension of the property to include adjoining protected areas;
6. Also urges the State Party to ensure that the budgets and staffing for its public works programmes are increased to meet the needs of these programmes, and that CapeNature and the other relevant management authorities are adequately funded, in particular to ensure that invasive plant clearance targets are achieved, and that the effects of burning are monitored;
7. Encourages the State Party to pursue rigorous monitoring programmes and feedback mechanisms for adaptive conservation and management strategies, particularly for fire control;
8. Requests the State Party to provide the World Heritage Centre, by **1 February 2009**, with a report on the progress made in the implementation of the recommendations outlined above, including information on the budgets allocated to the property for each of its programmes, and in each component park of the serial property, for examination by the Committee at its 33rd session in 2009.

## EUROPE AND NORTH AMERICA

### FOR ADOPTION REQUIRING DISCUSSION

#### **24. Isole Eolie (Aeolian Islands) (Italy) (N 908)**

##### Year of inscription on the World Heritage List

2000

##### Criteria

(viii)

##### Year(s) of inscription on the List of World Heritage in Danger

N/A

##### Previous Committee Decisions

**27 COM 7B.18; 28 COM 15B.26; 30 COM 7B.23**

##### International Assistance

N/A

##### UNESCO Extra-budgetary Funds

N/A

##### Previous monitoring missions

IUCN/UNESCO mission in 2007

##### Main threats identified in previous reports

- a) Lack of overall management plan
- b) Excessive tourism development
- c) Pumice-pit mining

##### Current conservation issues

As requested by the World Heritage Committee (**28 COM 15B.26**) an IUCN/UNESCO monitoring mission was carried out at the invitation of the State Party. The mission took place from 21 to 28 March 2007, and included a two day visit to the property. The full report of the mission can be accessed on the website of the World Heritage Centre (<http://whc.unesco.org/archive/2007>). The State Party submitted a report, as requested in Decision **30 COM 7B.23**, indicating that mining activities are illegal and should have been stopped, and that management planning was underway.

The mission noted the effective implementation of the Landscape Territorial Plan since 2004, and the recent efforts made by the State Party to stop illegal pumice mining activity within the property. However, several issues seriously jeopardize the integrity of this property and the values for which it was inscribed in the World Heritage List:

- a) *Pumice Mining*

Since the 1999 IUCN evaluation mission, the scale of mining has significantly increased on the slopes of Monte Pilato (Lipari), which lie within the property. The Italpomice mine was closed in 2002, but mining has continued at the PUMEX mine. Currently, approximately 40 persons are in full- or part-time employment at the PUMEX mine, and they are concerned about the loss of employment if the mine were to be closed. Re-employment and re-training have been discussed since January 2007 by local and regional authorities. Although the final order to PUMEX to cease all mining activities was issued on 6 March 2007 by the regional authorities, the mission was concerned that some extraction may still be going on at the PUMEX mine in the guise of removal of stockpiled material. The mission reported that as of 24 March, 2007 some type of activity was still occurring at the PUMEX mine. In addition, no deadline has been set for completing the removal of stored material.

Serious objections have been raised by stakeholders and environmental groups, in light of the Committee's decision (**28 COM 15B.26**) welcoming PUMEX's rehabilitation plan for the closed pumice mines. Concerns exist over the environmental damage the implementation of the PUMEX plan would cause. Regional authorities are planning rehabilitation for the closed mining areas, but no official statement has been made. The mission was informed of several proposals by experts and environmental NGOs for rehabilitation of the spoil and conversion of the mining infrastructure into an educational and nature park. It is not clear whether these proposals are being taken into account by the regional authorities, and the mission was not informed of whether a budget had been allocated for rehabilitation of the area.

#### *b) Management Plan and Supervision*

To date, no management plan for the property, or structure for its implementation, exists. *Ecosviluppo Eolie* received funds to draft a management plan. However, the draft is only a proposal for the management plan, and has been deemed inadequate by the Regional Authority for Cultural Heritage. Although the State Party has committed resources for the development of a management plan by the Regional Authority for Cultural Heritage, a management entity for the property has not yet been designated.

Further concerns relate to the use of scientific information. Funds for scientific studies are available but it is not clear whether these are channelled to priority research areas or used by the regional authorities for the effective management of the World Heritage property. In addition, data gaps exist especially in relation to the implementation of international environmental agreements.

Finally, the mission noted that the complex, often overlapping and uncoordinated governance makes it difficult to manage the property in an integrated and effective manner. Positive signs now come from the regional authorities who are currently collaborating in unprecedented ways. The Regional Authority for Territory and Environment is interested in creating a Regional Park managed by an independent entity. In addition, the environmental NGO, Legambiente, has proposed a draft regulatory framework to create a Regional Park encompassing all the islands. Given the rather frequent changes in political party governance and the communication and integration difficulties among and across government levels, a Regional Park with its separate management agency and stronger regulatory protection, could help counter these limitations.

Lipari Reserve: The island of Lipari is the only one to lack formal protection, as it still does not have legal Reserve status. However, the new Lipari Reserve is planned to be instituted in June 2007, and its proposed boundaries have been redrawn to exclude the mining zones and protect other areas. The previously proposed boundaries, which are also those of the World Heritage property, included the pumice mines within Zone A (Reserve). Neither IUCN nor UNESCO had been informed about the proposed boundary modifications as requested by the *Operational Guidelines*. The mission considers the redrawing of the boundaries as a positive step taken to ensure the protection of the areas beyond the pumice mines; however the State Party will need to legalise these boundaries and submit a proposal for a boundary modification of the World Heritage property in line with the *Operational Guidelines*.



Infrastructure Development: The World Heritage Centre and IUCN were informed of possible hotel developments as well as plans for the construction of an airport on Lipari. However, the hotel proposals were rejected in December 2006 as they did not adhere to the provisions of the Landscape Territorial Plan. Similarly, the proposal for an airport does not conform to the Landscape Territorial Plan, and seems to be limited by the topography of the island.

A serious new concern arose during the mission in relation to the proposed significant expansion of the Port of Lipari. The new port aims to accommodate large cruise ships, which could bring up to 2,000 visitors per ship. Port development, seawall construction, and cruise ship presence do not come under the restrictions of the Landscape Territorial Plan or any other regulatory framework. While the port and ships do not directly affect the World Heritage property, the indirect effects of increased visitation could be substantial. There may also be proposals for ports on the other islands of which the mission team was not aware.

**Draft Decision:      31 COM 7B.24**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **30 COM 7B.23**, adopted as its 30th session (Vilnius, 2006),*
3. *Welcomes the positive activities undertaken by the State Party, in particular, the development of clear boundaries for the proposed Lipari Reserve and closer collaboration between the two relevant regional authorities;*
4. *Notes with concern that the PUMEX rehabilitation plan for the mining area is likely to threaten the integrity of the property, and that the World Heritage status is not taken into account in this document;*
5. *Notes with serious concern the conservation and management issues affecting the outstanding universal value and integrity of the property as assessed by the March 2007 World Heritage Centre/IUCN mission, in particular the lack of a management plan and management structure, continued mining activity at the PUMEX site within the World Heritage property, the lack of a deadline for completion of stockpiled material removal, as well as the lack of regulatory and other mechanisms to control port developments and coastal infrastructure;*
6. *Urges the State Party to implement the following key recommendations of the March 2007 mission immediately:*
  - a) *Stop all mining extractive activity in areas within and adjacent to the World Heritage property, and prohibit new mines from being opened;*
  - b) *Set a deadline for removal of stockpiled pumice material;*
  - c) *Prepare a Management Plan making use of the most updated scientific data available and including the identification of funding resources to implement it, as well as staffing, monitoring, and awareness-raising;*
  - d) *Designate an appropriate management entity and ensure appropriate funding;*
  - e) *Undertake a thorough and comprehensive environmental impact assessment of the proposed enlargement of the port of Lipari, including an analysis of the impact on the World Heritage property by cruise ships;*

- f) *Institute a science-based project of vegetation restoration using native plants and a sound, creative plan for conversion of the mining infrastructure to serve educational and ecotourism needs, in conjunction with a programme of reemployment and/or retraining of the affected mining workers;*
  - g) *Ratify the redrawn boundaries for the proposed Lipari Reserve and submit a proposal for a corresponding boundary modification of the World Heritage property in line with the Operational Guidelines;*
  - h) *Carefully consider the creation of a Regional Park for all the Aeolian Islands; and*
  - i) *Consider, in light of the availability of updated scientific data on the islands' natural values, to submit a re-nomination of the World Heritage property to include additional natural criteria and to protect important coastal and marine habitats;*
7. Requests the State Party to submit by **1 February 2008** a progress report including all issues indicated above for examination by the World Heritage Committee at its 32nd session in 2008, at which the Committee will **consider the possible inscription of the property on the List of World Heritage in Danger** if the State Party does not take effective measures to address the key recommendations of the 2007 monitoring mission and to prevent the loss of the outstanding universal value and integrity of this property.

## 26. Volcanoes of Kamchatka (Russian Federation) (N 765 bis)

### Year of inscription on the World Heritage List

1996; extension 2001

### Criteria

(vii) (viii) (ix) (x)

### Year(s) of inscription on the List of World Heritage in Danger

N/A

### Previous Committee Decisions

**28 COM 15B.27; 29 COM 7B.20; 30 COM 7B.25**

### International Assistance

N/A

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

IUCN fact-finding mission 1997; UNESCO/IUCN mission 2004

### Main threats identified in previous reports

- a) Illegal salmon fishing

- b) Gold mining
- c) Gas pipeline
- d) Development of a geothermal power station
- e) Forest fires
- f) Boundary changes
- g) Construction of the Esso-Palana road

#### Current conservation issues

The joint UNESCO/IUCN mission requested by the Committee at its 30th session could not take place and is expected to be scheduled in August or September 2007. Hence, the outcome of this mission will be reported at the 32nd session in 2008.

The State Party provided a detailed report to the World Heritage Centre on 10 March 2007, as requested by the Committee at its 30th Session in 2006. This report responded to a number of the recommendations of the 2004 monitoring mission and information requested by the Committee in previous decisions.

#### *a) Staffing levels*

The State Party reported an increase in overall staff numbers for the state institutions which govern different portions of the property: from 85 to 98 over the period 2005-2007. However, the property continues to have difficulties maintaining sufficient numbers of inspectors. Although the total number of inspectors has increased from 29 in 2006 to 36 in 2007, for the Kronotsky Reserve there are 10 vacancies out of the 31 positions for inspectors. The State Party reports that additional inspection stations are needed to control and monitor visitors.

#### *b) Fires*

The State Party is managing fires by raising ecological awareness and equipping eco-trails with fire places. Most fires are caused by visitors as reflected by their location, with 16 recorded fires in 2006 in the Bystrinsky Nature Park and not in the other parks and reserves which make up the property.

#### *c) Poaching*

The State Party has not recorded any salmon poaching in Kronotsky Reserve, Kluchevskoy and Bystrinsky Nature Parks. However, salmon poaching is widespread over the Kamchatka Region. Poaching controls during the fishing season include checkpoints on highways, and random checks by inspectors. There have also been some cases of illegal hunting for fur animals and bighorn sheep. The inspectors are receiving assistance from certified local hunters to control poaching.

The State Party has also reported on the following issues relating to the property:

- All gold mines are located at least 5 km outside the boundary of the property;
- The State Party did not register violations of environmental legislation from 2005-2006 from the Mutnovskaya geothermal power plant which is 8 km from Yuzhno-Kamchatsky Nature Park;
- The route for the gas pipeline is outside the property and currently construction is on hold due to lack of funding;
- There has been an increase in the use of off-road vehicles creating a number of impacts to the property. In response to this the State Party plans to ban these vehicles;
- Illegal logging is limited to collection of firewood by villagers located near the property. This threat is being addressed through the supply of firewood by the regional administration;

- The 2005-2006 Federal budget has allocated funds for construction of sewage treatment facilities;
- The State Party has prepared the legal mechanism to support fee collection at the regional protected areas.

Whilst the information above is important, the State Party has not reported on a number of issues highlighted by the 2004 UNESCO/IUCN mission and in the Committee's decisions from 2005 and 2006, including:

- Status of salmon populations and ecosystems;
- Interagency cooperation on timber and logging concessions, and poaching, particularly of salmon;
- The need to review fines and penalties for poaching;
- Quota allocation systems to ensure that local communities receive adequate and equitable access to natural resources;
- Ensuring the best possible standards of road construction and maintenance are applied and that no subsidiary roads are constructed from the Esso-Palana Road; and
- Progress towards the completion and implementation of the management plans for all components of the property.

These issues will be examined by the 2007 mission.

The State Party also reported on a recent court decision that may affect conservation efforts on the property. Whilst a complex system of regulations for the protection of the property was foreseen in the Regional Program *Ecology and Nature Resources of the Kamchatka Region (2005-2010)*, and approved by the regional government of Kamchatka (Decree 436 of November 2004), this regional programme was challenged in court and canceled for contradicting the Federal Legislation on specially protected areas. The implications of this court decision on the effective protection and management of the property are not discussed in the State Party report and require clarification.

The World Heritage Centre and IUCN welcome the detailed information provided by the State Party on the ongoing research in the property and requests copies of research reports when available, in particular on the status of salmon populations. The World Heritage Centre and IUCN also request the State Party to provide quantitative information on poaching, hunting, logging and controls of these activities to aid monitoring of threats, as well as copies of the management plans for the components of this property.

**Draft Decision:      31 COM 7B.26**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add,
2. Recalling Decision **30 COM 7B.25**, adopted at its 30th session (Vilnius, 2006),
3. Notes that the State Party has not reported on some of the specific issues raised in the 2004 UNESCO/IUCN mission report, as requested by the Committee at its 29th and 30th sessions;
4. Welcomes the increase in the number of inspectors working in the property, whilst encouraging the State Party to fill-up all vacant positions of inspectors, particularly in the Kronotsky Reserve, so as to enhance patrolling and control in the property;

5. Requests the State Party to provide to the World Heritage Centre and IUCN copies of the management plans for the different components of the property, as well as specific information on the status of salmon populations and habitats, interagency cooperation to control illegal, logging and hunting activities, and the implications on the conservation of the property of the Kamchatka Regional Court decision, which has cancelled the program Ecology and Nature Resources of the Kamchatka Region (2005-2010);
6. Also requests the State Party to provide the World Heritage Centre with an updated report by **1 February 2008** on the state of conservation of the property, including progress made in implementing the recommendations of previous Committee decisions, for examination by the World Heritage Committee at its 32nd session in 2008.

FOR ADOPTION REQUIRING NO DISCUSSION

**29. Durmitor National Park (Montenegro) (N 100)**

Year of inscription on the World Heritage List

1980

Criteria

(vii) (viii) (ix)

Year(s) of inscription on the List of World Heritage in Danger

N/A

Previous Committee Decisions

**15 COM 8 ; 20 COM p. 9-10 ; 29 COM 7B.21**

International Assistance

Total amount provided to the property: USD 117,000 for equipment and technical expertise.

UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 40,000 by UNESCO Venice;

Previous monitoring missions

UNESCO/IUCN mission 1996 and 2005.

Main threats identified in previous reports

- a) Proposed dam development on the Tara River;
- b) Ski development in the Zabljak area;
- c) Boundary issues;
- d) Illegal logging and hunting.

### Current conservation issues

The World Heritage Committee did not examine the report on the state of conservation of the World Heritage property of Durmitor National Park at its 30th session. By its notification of succession dated 26 April 2007, the Republic of Montenegro has become a Party to the *World Heritage Convention* which is effective from 3 June 2006.

A report on the state of conservation of the property was submitted by the authorities on 31 January 2006. The report reiterated that the Buk Bijela dam project was stopped in 2005 and, following recommendations of both the joint 1996 and 2005 UNESCO/IUCN missions, minor boundary changes were adopted by the Committee in its Decision **29 COM 8B.15**, excluding the town of Zabljak from the property.

The report further stated that a number of relevant authorities are working on the implementation of the specific recommendations of the joint 2005 UNESCO/IUCN mission. Ongoing activities include the full implementation of the Physical Plan for the Durmitor Area and the management plan for Durmitor National Park, as well as efforts to prevent illegal activities within the park boundaries such as building, logging and the development of skiing facilities.

Ongoing cooperation with the Municipality of Zabljak is further aimed at controlling future development of the urban area and improving environmental conditions and standards. The Ministry of Environmental Protection and Physical Planning of Montenegro is working on preparatory steps for the ratification of the Aarhus Convention, as encouraged by the Committee in its Decision **29 COM 7B.21**, and ratification is expected in 2007. In the future, this Ministry aims to establish stronger transboundary cooperation with relevant authorities in Bosnia and Herzegovina. The report also mentions that the Ministry of Economy of Montenegro is at the same time working on a Strategy of Energy Development until 2025 which was to be adopted in 2006. The strategy will include the definition and discussion of alternative energy sources that will not adversely affect Durmitor National Park.

The conservation of the property is governed by the Physical Plan for the Durmitor Area and the management plan for Durmitor National Park for the years 2005-2020, which was adopted for the first five years in December 2004. These plans establish a zoning system and appropriate conservation and development measures. According to the current management plan, logging and hunting activities (with some exceptions) are completely forbidden in the core zones of the National Park. IUCN and UNESCO welcome the progress made in the implementation of recommendations of the 2005 UNESCO/IUCN mission.

IUCN noted that increasing demand may lead to the development of further ski facilities. Such ski facilities should only be developed outside the park boundaries and in any case should seek to avoid any adverse impacts on the property. The State Party is encouraged to take into consideration a recent report by the International Ecotourism Society, which strongly recommends that Montenegro not pursue ski tourism and instead concentrate on summer tourism, built around its national parks and mountain towns. A draft Tourism Master Plan for the mountain regions of northern and central Montenegro, including the Durmitor National Park area, has drawn some criticism from UNDP and national and international NGOs such as the International Ecotourism Society. The draft Tourism Master Plan is reportedly being revised by the Government.

The State Party of Bosnia and Herzegovina submitted a report dated 3 May 2006 informing the World Heritage Centre that the Board for Tender for the tender concerning hydro plants (five representatives from the Republika Srpska and five from Montenegro) held a joint session on 27 February 2006 and announced the unsuccessful public announcement for granting a concession for the construction of the hydro power plants of Buk Bijela and Srbinje. The State Party underlined that this confirms the commitment made by the authorities to comply with international standards and their collaboration with the authorities of Montenegro in the preservation of World Heritage.

**Draft Decision:      31 COM 7B.29**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **29 COM 7B.21**, adopted at its 29th (Durban, 2005) session,*
3. *Welcomes the confirmation by the State Party of Bosnia and Herzegovina that no concession has been granted for the hydro power plants of Buk Bijela and Srbinje;*
4. *Notes that progress is being made in the implementation of the recommendations of the joint 2005 UNESCO/IUCN mission;*
5. *Urges both States Parties to continue to fully implement all recommendations of the joint 2005 UNESCO/IUCN mission;*
6. *Requests the State Party of Montenegro to ensure that no further development of ski facilities or other development that threatens the integrity of the property is allowed within the property;*
7. *Also requests the State Party of Montenegro to provide the World Heritage Centre with a copy of the Mangement Plan for Durmitor National Park;*
8. *Further requests both States Parties to keep the World Heritage Centre and IUCN informed on progress made in implementing the recommendations of the joint 2005 UNESCO/IUCN mission and of any important changes, particularly those related to tourism development, in the state of conservation of the property.*

## LATIN AMERICA AND THE CARIBBEAN

### FOR ADOPTION REQUIRING DISCUSSION

#### **36. Talamanca Range- La Amistad Reserves / La Amistad National Park (Costa Rica / Panama) (N 205 Bis)**

##### Year of inscription on the World Heritage List

1983, extension 1990

##### Criteria

(vii) (viii) (ix) (x)

##### Year(s) of inscription on the List of World Heritage in Danger

N/A

##### Previous Committee Decisions

**27 COM 7B.24; 28 COM 15B.33**

##### International Assistance:

N/A

##### UNESCO Extra-budgetary Funds:

N/A

##### Previous monitoring missions:

N/A

##### Main threats identified in previous reports:

N/A

##### Current conservation issues:

On 23 April 2007, the International Environmental Law Project of Lewis & Clark Law School (Portland, Oregon) published an on-line petition directed to the World Heritage Committee requesting that the property be inscribed on the List of World Heritage in Danger (see <http://www.biologicaldiversity.org/swcbd/press/la-amistad-04-23-2007.html>). The petition documents threats to the outstanding universal value and to the integrity of the property. The main threats described in the petition are, inter alia:

- a) Destruction of migration corridors critical for the life cycles of several aquatic species due to the imminent construction of several hydroelectric dams on Changuinola / Teribe watershed downstream from the property. The loss of migration corridors would lead to the loss of 75% of aquatic biodiversity in 704 kilometres of rivers that flow within the property;
- b) Increased access to the property due to the road building associated with the dam construction;



- c) Establishment of new settlements adjacent to property boundaries to supply dam construction labour (estimated 4,150 people, according to the environmental impact assessment) may lead to poaching and other intrusions into the property;
- d) Human encroachment into park lands. An estimated 400 to 500 people have landholdings for farming and cattle ranching, within the property.
- e) There is no clear and visible boundary to the park, leading to confusion and encroachment.

The petition makes reference to the Binational Report on the Management Evaluation of the Environmental Authorities of Costa Rica and Panama in the Integrated Management of the Amistad National Park, carried out by auditors for both Costa Rica and Panama. This report, published in 2004, also provides detailed information on the state of conservation of La Amistad National Park, the main component of the property. The report notes a deteriorating situation in regards to invasion of the park in four sectors within Costa Rica, with more than 7,700 hectares of forest being altered by human encroachment between 1992 and 2001, warning that without prompt action, the situation could have irreversible repercussions on ecosystem health. In Panama, the report notes a loss of approximately 4,000 hectares of forest between 1986 and 2000, with a worrying increase in deforestation fronts. The auditors' report also notes a declining trend in key indicator species in Costa Rica, which include the tapir, the southern river otter, the red brocket deer, attributed to poaching for bushmeat or for wildlife trade.

Based on the evidence provided in these two well researched and credible reports, IUCN and the World Heritage Centre believe that the integrity and outstanding universal value of this transboundary property are being threatened.

**Draft Decision:      31 COM 7B.36**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **28 COM 15B.33**, adopted at its 28th session (Suzhou, 2004),*
3. *Regrets that plans for hydroelectric dams adjacent to the property's boundaries have not been communicated to the World Heritage Centre, as per Paragraph 172 of the Operational Guidelines;*
4. *Notes with concern that the Outstanding Universal Value of the property may be at risk from these dams, from poaching, and from encroachment by local farmers on both sides of the international boundary;*
5. *Requests the States Party of Panama and Costa Rica to jointly invite a World Heritage Centre/IUCN monitoring mission in 2008 to assess the state of conservation of the property with a particular focus on evaluating the status and impacts of hydroelectric dam construction, of assessing the extent of incompatible land uses and measures in place to deal with them, and assessing other conservation threats to the property.*
6. *Also requests the States Party of Panama and Costa Rica to submit to the World Heritage Centre by **1 February 2008** a report on the state of conservation of the property, including the implications of the proposed hydroelectric dams on the aquatic biodiversity of the Changuinola /Teribe watershed, the presence of incompatible land uses within the property's boundaries, updated information on poaching activities, and*

*on the measures taken to deal effectively with these issues, for examination by the World Heritage Committee at its 32nd session in 2008.*

## **MIXED PROPERTIES**

### **LATIN AMERICA AND THE CARIBBEAN**

#### **FOR ADOPTION REQUIRING DISCUSSION**

#### **45. Historic Sanctuary of Machu Picchu (Peru) (C/N 274)**

See Document *WHC-07/31.COM/7B.Add.2*

## **CULTURAL PROPERTIES**

### **AFRICA**

#### **FOR ADOPTION REQUIRING DISCUSSION**

#### **48. Island of Mozambique (Mozambique) (C 599)**

##### **Year of inscription on the World Heritage List:**

1991

##### **Criteria:**

(iv) (vi)

##### **Year(s) of inscription on the List of World Heritage in Danger:**

N/A

##### **Previous Committee Decisions:**

**24 COM III.2(iii); 30 COM 7B.42**

##### **International Assistance:**

Total amount provided to the property: USD 150,000 for preparatory assistance, emergency assistance and technical cooperation.

##### **UNESCO Extra-budgetary Funds:**

Total amount provided to the property: Japan Funds in Trust: USD 1,108,078 for the rehabilitation project of the San Sebastian Fortress; UCCLA: USD 526,015 for the rehabilitation project of the San Sebastian Fortress; Portugal/IPAD USD 102,900 for the rehabilitation project of the San Sebastian Fortress.

##### **Previous monitoring missions:**

2000, ICOMOS reactive monitoring mission; 2005, World Heritage Centre missions; 2006, World Heritage Centre missions; February 2007 ICOMOS mission

##### **Main threats identified in previous reports:**

- a) Delay in implementing rehabilitation of the San Sebastian Fortress;
- b) Management Plan not yet finalised;
- c) Lack of site manager;
- d) Buildings threatened with collapse;
- e) Lack of development control and threats to authenticity;
- f) Lack of adequate sewage system.

### Current conservation issues:

In February 2007, the State Party submitted a state of conservation report stating the Government's commitment and priority attention to the rehabilitation project of the San Sebastian Fortress and of the UNESCO-African Development Bank (AfDB) project for the integrative Master Plan. The report informs the Committee on the following steps that have been undertaken to improve the property's management:

- a) a cabinet for the conservation and restoration of the Island of Mozambique (GACIM) was created for the management of the island and a Director was appointed;
- b) a coordination seminar financed by the Government of Portugal was organised in February 2007 with the view to discuss priorities for conservation, management and planning mechanisms;
- c) the terms of reference for the Island's Master plan to be funded through the UNESCO-AfDB project has been elaborated;
- d) a steering committee co-chaired by UNESCO Maputo and the Ministry of Education and Culture has been created with the view to coordinate activities related to the rehabilitation of the San Sebastian Fortress;

An ICOMOS monitoring mission requested by the Committee at its 30th Session (Vilnius, 2006) was undertaken in order to evaluate the state of conservation of the property and make recommendations to the World Heritage Committee particularly on the progress made in the rehabilitation of the San Sebastian Fortress, the development of the UNESCO-AfDB Programme, and the finalization of the conservation and management plan.

The report clearly states that despite the State Party's efforts, urgent work is needed to address the severe threats to the property. These were identified by the mission as follows:

a) *Lack of infrastructural services:*

There is not only lack of sewage but also lack of adequate roads and the inability to control flooding in the low lying Macuti Town.

b) *Abandonment of buildings and structures:*

Some State-owned buildings are said to be leased to people who either leave them to deteriorate or lock them, thus reducing the number of habitable buildings on the site; there appears to be no commitment to maintain these buildings and many are in imminent danger of collapse. The retaining wall to the Macuti town is cracked, funnelling storm water towards the impoverished dwellings. The authenticity of the property is seriously threatened.

c) *Lack of resources for maintenance by residents:*

Many residents who only moved to the Island after the Civil War and others who are caretakers for rich property owners have neither the resources nor the commitment to maintain the buildings.

d) *Lack of progress in restoring San Sebastian Fortress:*

Since the restoration agreement was signed jointly by UNESCO and the Government of Mozambique in 2003, progress has been very slow in launching the restoration works of the Fortress.

e) *Lack of a Management and conservation plan:*

Following the 2000 reactive monitoring mission, a Management Plan was proposed and its preparation eventually launched in 2003. It has not yet been finalised. Nor is there any functional interim plan in place.

ICOMOS identified the following structural weaknesses that contribute to these threats:

- (i) Lack of capacity within the Local Authority managing the island;

- (ii) Local perception that UNESCO 'owns' the site and is responsible for initiating action;
- (iii) Lack of awareness that Macuti Town as well as the Stone Town are part of the inscribed site;
- (iv) Uncoordinated national and local site conservation framework;
- (v) No short term strategy in place to deal with conservation and other threats.

However, the report confirmed that the following actions have been taken to urgently address the threats:

- (i) The process of appointing the site manager for the completion of the management plan is already in its advanced stages;
- (ii) The Cabinet for Restoration and Conservation of the Island (GACIM) has been established, its head appointed and office space provided in the building occupied by the UNESCO office on the Island. GACIM is a restructuring of the Technical Cabinet for the Rehabilitation of the Island of Mozambique which was set up in 1994;
- (iii) Basic work is continuing in planning the restoration of the San Sebastian Fortress by the architectural consultancy firm in Maputo

The mission concluded that there needs to be much more commitment to addressing urgent threats with immediate actions. Repairs to buildings, sites and structures cannot wait for the management or any other master plan, as by the time the plans are ready, little may remain of the current collapsing World Heritage property. There needs to be an emergency strategy with community involvement to consolidate dilapidated buildings and structures, fill in ponds, uproot trees on structures, clear debris, etc. while the management plan is being finalised and a longer term administrative structure is put in place.

The management and conservation plan must address not only the threats but opportunities for economic and social development in order to harness the significant cultural resources that the site presents for the benefit of local communities.

Significant progress has been made however since July 2006 with regards to the rehabilitation project of the San Sebastian Fortress by the State Party with the technical support from UNESCO Maputo and the World Heritage Centre. Respective authorization received from the three donor partners, Japan, Portugal and UCCLA to review and extend the project budget and the implementation deadlines have enabled the State Party and UNESCO to plan and to start the implementation phase of the project successfully. In line with prioritizing the prevention of the Fortress from further deterioration and urgent commencement of the restoration works, the project's Chief Technical Advisor has been recruited and has taken up his duties in February 2007 in the island, an internationally selected architectural consultant firm is preparing the technical documents for the restoration works since March 2007, and the project Steering Committee held its inaugural meeting in May 2007.

The World Heritage Centre has received a report from the National Directorate of Culture in Mozambique dated 5 February 2007 entitled "Partnership for sustainable Development of the Island of Mozambique – Terms of Reference for the Master Plan". The principal objective of the proposed Partnership is to achieve the sustainable development of the Island and coastal area associated with it, taking the World Heritage rehabilitation as a catalyst for the development of businesses of the local communities. The integrated approach of this Partnership will consist of three phases: Conservation of the Valuable Historical heritage; Rehabilitation and Expansion of the Infrastructures; and Economic Development and Creation of Employment Opportunities, and is in keeping with the development plan proposed by the African Development Bank. The World Heritage Centre has further received a Strategic Plan for the Municipality of the Island of Mozambique for 2005 -2010 prepared

with the assistance of the Organization of World Heritage cities – a network project between the Island, the city of Bergen in Norway and the Islands of Zanzibar in Tanzania and Lamu in Kenya. The main objective of this Plan is to establish viable and operational guidelines for the good municipality management of the Island.

**Draft Decision:      31 COM 7B.48**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **30 COM 7B.42** adopted at its 30th session (Vilnius, 2006),*
3. *Thanks the State Party for its report submitted in February 2007, particularly on the progress made in the creation of a cabinet for the restoration and conservation of the property, the rehabilitation of the San Sebastian Fortress, the development of the UNESCO-AfDB Programme, and the finalization of the conservation and management plan;*
4. *Notes the results of the ICOMOS reactive monitoring mission undertaken in February 2007 to the property;*
5. *Also notes with appreciation the technical support provided by UNESCO Maputo and the World Heritage Centre which enabled the rehabilitation project of the San Sebastian Fortress to progress significantly;*
6. *Congratulates the State Party for the satisfactory progress made in implementing the San Sebastian rehabilitation project funded by UCCLA, and the Governments of Japan and Portugal;*
7. *Reaffirms its great concern that the Island of Mozambique continues to be threatened by serious degradation of its historical monuments and urban structure and is in danger of losing its authenticity;*
8. *Further notes the lack of capacity to put in place mechanisms to ensure houses and town walls do not collapse, the lack of appropriate infrastructure for sewage and roads, the lack of a completed management plan, the lack of a site manager;*
9. *Urges the State Party to develop as a matter of urgency an emergency Action Plan to address the most severe degradation and short-term remedial actions in collaboration with all the stakeholders;*
10. *Requests the World Heritage Centre to continue its technical back up of the rehabilitation project of the San Sebastian Fortress in order to ensure its full implementation;*
11. *Also urges the State Party to:*
  - a) *Complete the Management Plan as a basis for sustainable development of the property in collaboration with all the stakeholders and through a structured approach involving national and local authorities;*
  - b) *Produce a timetable for the completion of the restoration of the San Sebastian Fortress;*

- c) *Raise awareness of the significance of the World Heritage site and the responsibilities arising from it.*
12. *Also requests the State Party to submit a report to the World Heritage Centre, by 1 **February 2008**, on the progress made in the implementation of the emergency Action Plan, on the rehabilitation of the San Sebastian Fortress, the completion of the management and conservation plan, and the necessary actions taken for an effective work of the Cabinet for Restoration and Conservation of the Island (GACIM) administrative structures, for the consideration by the Committee at its 32nd session in 2008, at which time the Committee will consider whether to put the Island of Mozambique on the World Heritage List in Danger.*



## ARAB STATES

### FOR ADOPTION REQUIRING DISCUSSION

#### **55. Ancient Thebes with its Necropolis (Egypt) (C 87)**

See Document *WHC-07/31.COM/7B.Add.2*

#### **56. Islamic Cairo (Egypt) (C 89)**

##### Year of inscription on the World Heritage List

1979

##### Criteria

(i) (v) (vi)

##### Year(s) of inscription on the List of World Heritage in Danger

N/A

##### Previous Committee Decisions

**28 COM 15B.47; 29 COM 7B.42; 30 COM 7B.50**

##### International Assistance

Total amount provided to the property: USD 503,849 (approved)

##### UNESCO Extra-budgetary Funds

N/A

##### Previous monitoring missions

ICOMOS reactive monitoring missions in August 2002 and March 2005; World Heritage Centre mission in April 2007.

##### Main threats identified in previous reports

- a) Rise of the underground water level;
- b) Dilapidated infrastructure;
- c) Neglect and lack of maintenance;
- d) Overcrowded areas and buildings;
- e) Uncontrolled development;
- f) Absence of a defined protection perimeter for the property and of a comprehensive Urban Conservation Plan;

- g) Absence of an integrated socio-economic revitalization plan linking the urban and the socio-cultural fabric of the city core.

#### Current conservation issues

The Committee, at its 30th session (Vilnius, 2006), had reiterated its concern as regards the lack of progress made in implementing the recommendations of the 2002 International Symposium. These included:

- a) Designating Islamic Cairo as a Special Planning District, with buffer zones, in accordance with the provisions of the *Operational Guidelines*;
- b) Preparing a comprehensive Urban Plan for the Conservation and Development of the Old City, whereby the conservation of historic buildings would be accompanied by appropriate development regulations to encourage the rehabilitation of the urban fabric, so as to ensure its compatibility with the historic character of Islamic Cairo;
- c) Organizing regular meetings among Egyptian and international experts to review and discuss current conservation issues and projects.

The State Party did not submit a progress report as requested by Decision **30 COM 7B.50**, but a list of project sites, in synoptic table form, concerning restoration works and other activities carried out or foreseen. No description or documentation was attached. However, the information available shows important progress in conservation of buildings and streets in the Old city. These efforts are not visible enough, scattered throughout the city, due to the absence of a comprehensive urban conservation plan that the authorities intend to initiate in the near future.

As suggested by the Committee in its Decision **30 COM 7B.50**, the State Party proposed the change of name of the property to “*Historic Cairo*” (Document *WHC-07/31.COM/8B.2*). In addition, in response to the request expressed in the framework of the *Retrospective Inventory*, the State Party transmitted to the World Heritage Centre, a map representing the five components of the property. Some clarifications of the precise boundaries are still expected, before they can be presented to the Committee for approval.

Further to a request from the Supreme Council of Antiquities (SCA), alarmed by a considerable development project close to the Cairo Citadel, a mission was sent from the World Heritage Centre at very short notice in April 2007, and therefore, the ICOMOS expert residing in Cairo was not available to join. This development project (Cairo Financial Centre) is located on the verge of the boundary of the property, in the ancient quarries of the city, between the Cairo Citadel and the Mohamed Ali fortress. It consists of a number of buildings (hotel, offices, mall, etc.) located on a common base occupying a site of some 61,000m<sup>2</sup> (advised by the developer, the exact site area is impossible to ascertain from information provided thus far). The maximum building height, taken from the developer’s information pack, is some 59.5 meters, i.e. some 51 meters above the Salah Salem road running along the Citadel (the exact heights are impossible to ascertain from information provided thus far). The shape and character of this very large complex, whose architectural language is mainly that of a commercial building, do not appear to be sensitive to the particular context of the site, both in terms of landscape and environmental conditions. From information provided thus far, indeed, it seems that this project would have a significant adverse impact on the visual integrity of the Citadel and its setting, which will be impossible to reverse.

The controversy raised by this project suggested that the issue was very sensitive and this is why the mission listened to presentations by both parties – the developer and the objectors, among them architects, urban planners and archaeologists. In order to be able to offer a balanced opinion, and one that is based on facts, the mission members requested that the developer makes available for study detailed architectural plans, sections, elevations, etc. printed to a measurable scale. These have thus far not been received. Considering the nature of the surrounding landscape and structures, which are very varied and rich in

sculptural terms, it is impossible to arrive at a full understanding of view lines etc on the basis of drawings alone. This is why the mission has also requested from the developer that a scale model of the proposed scheme, showing the surrounding areas, the citadel and other structures, is made and offered for inspection. The mission expressed its concern that a project located in such a sensitive and tectonically complicated location was not analysed through site-specific study models, and that the final scheme was not assessed by a fully detailed model, essential to measure the impact of the project and to make a professional assessment. At the time of drafting this document, only presentation drawings were provided which do not allow an evaluation. The SCA has, further to the recommendation of the World Heritage Centre, halted the on-going construction works and an update should be available at the time of the Committee meeting.

**Draft Decision:        31 COM 7B.56**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decisions **29 COM 7B.42** and **30 COM 7B.50**, adopted at its 29th (Durban, 2005) and 30th (Vilnius, 2006) sessions respectively,*
3. *Takes note of the continuous efforts of the State Party to improve conservation of the property in the recent years;*
4. *Urges the State Party to implement the main recommendations of the 2002 Symposium report, subsequently endorsed by the World Heritage Committee in 2003, 2004, 2005 and 2006, notably:*
  - a) *To designate Islamic Cairo as a Special Planning District, and*
  - b) *To prepare a comprehensive Urban Plan for the Conservation and Development of the Old City, whereby the conservation of historic buildings would be accompanied by appropriate development regulations;*
5. *Also urges the State Party to put an immediate halt to the construction works of the Cairo Financial Centre close to the Citadel and to revise the project, once the plans and model have been provided for a thorough assessment;*
6. *Requests the State Party, considering the historic value of the project area, to envisage an international consultation to define an alternative to the existing project, notably by limiting its height to the level of the highway, so as to mitigate its impact on the urban landscape;*
7. *Also requests the State Party to submit to the World Heritage Centre, by **1 February 2008**, a report on the implementation of the above recommendations for examination by the Committee at its 32nd session in 2008.*

## 58. Ancient City of Damascus (Syria) (C 20)

### Year of inscription on the World Heritage List

1979

### Criteria

(i) (ii) (iii) (iv) (vi)

### Year(s) of inscription on the List of World Heritage in Danger

N/A

### Previous Committee Decisions

**17 COM VIII.3; 21 COM IV.57.a**

### International Assistance

Total amount allocated to the property: USD 149,690 for Technical Cooperation.

### UNESCO Extra-budgetary Funds

Total amount allocated to the property: USD 3,900 for an expert technical mission in March 2007.

### Previous monitoring missions

World Heritage Centre missions in December 1993 and March 2007.

### Main threats identified in previous reports

- a) Poor state of conservation;
- b) Inappropriate restoration techniques;
- c) Lack of a buffer zone;
- d) Lack of a management plan.

### Current conservation problems

Since its inscription on the World Heritage List, the conservation of the Ancient City of Damascus has not been addressed in a comprehensive study and no global conservation actions have been taken. It is urgent to point out that the state of conservation of the property is very poor. Although the main monuments and buildings are more or less well conserved, the urban fabric has considerably degraded since the inscription of the Ancient City of Damascus on the World Heritage List.

Several single monuments were and are being restored, however inappropriate restoration techniques are often used within the property: for example, in the Ayyubid building al-Madrassa al-Adliyah (7<sup>th</sup> century AD), Ayyubid ashlar stones have been partially cut and covered with mechanically cut stones cladding in large portions of the monument; this technique had been previously used also in the Roman perimeter of the Great Omeyyade Mosque of Damascus and was stopped following UNESCO recommendations in 1997. In private dwellings and in all historical buildings in general, reconstructions in cement are allowed provided that the original forms are reproduced; the use of the traditional construction techniques in timber structure and mud bricks is not compulsory.

In addition, two alarming recent developments within the inscribed property have occurred without the World Heritage Centre being informed: several housing units have been destroyed in two locations to allow for new constructions, one adjacent to the Sitt Ruqiyah Mosque and the other situated along the Medhat Pasha Street (the former Roman cardo).

Moreover, and despite a World Heritage Centre mission in 2001 in which a definition of a buffer zone was agreed upon in principle with the General Directorate of Antiquities and Museums, the State Party did not yet officially submit a plan showing the buffer zone to the World Heritage Secretariat.

Nevertheless, in 2006, the State Party undertook a major positive step: the Ministry of Local Administration and Environment produced a "Conservation Action Plan" for the World Heritage property and transmitted it, in Arabic, to the World Heritage Centre. This Plan - that is still to be endorsed by several governmental agencies before its implementation is allowed - provides a comprehensive analysis of the conservation problems of the property and lists a series of remedial actions on the urban level. Although the Action Plan needs to be modified in some areas, mainly by cancelling the idea of a ring road around the city walls, and by updating the urban regulations and technical requirements of restoration works, its implementation can contribute to considerably improving the property's physical conditions.

Within the framework of the implementation of the proposed "Action Plan", all infrastructure services within the property will be buried. Therefore, any underground excavations that are planned should be supervised by competent and vigilant archaeologists, since these excavations will concern valuable and highly informative archaeological evidence that constitutes an intrinsic part of the property's value.

In a recent World Heritage Centre mission to Syria (January 2007), the Governor of Damascus informed the Centre of a large scale project that involves the Malik Faisal area, tangent to the northern perimeter of the city walls. The project foresees to demolish the whole area, including large portions of the historical urban fabric inscribed on the National Register - that form part of the agreed upon buffer zone -, "clear" the constructions that hide the city walls, replace them with gardens, and, build a new 32 meter wide road parallel to the city walls, partly covering the Barada river that runs in this area.

The World Heritage Centre informed the State Party during the January 2007 mission and by letter immediately upon return, of the negative impact that this project would have on the World Heritage property, and on the necessity to inform the World Heritage Committee, as per the *Operational Guidelines*, before such a project is implemented. The State Party reacted by inviting the World Heritage Centre, in March 2007, to advise on the modifications that need to be done, and to take part as well in a national meeting on the Malik Faisal project, involving all the stakeholders. To answer this request, the World Heritage Centre dispatched a senior urban planner and a member of the Secretariat to Damascus from 28 March to 2 April. The members of the mission concluded that the planned project on the World Heritage property would have tangible and immediate negative effects on the property's historical and heritage values, and harmful impact on the human, social, and economic levels. Moreover, the members of the mission highlighted the fact that the historical suburbs concerned by the Governorate's project undeniably constitute a natural buffer zone to the property.

Finally, the mission underlined that, as mentioned in the *Operational Guidelines* (paragraphs 178 and 179), a World Heritage property - as defined in Articles 1 and 2 of the *Convention* - can be inscribed on the List of World Heritage in Danger by the Committee in the cases of ascertained danger due to "serious deterioration of materials" and/or "serious deterioration of structure and/or ornamental features", or potential danger because of "lack of conservation policy" and/or "threatening effects of regional planning projects". Concern is indeed raised by the project foreseen in the northern outskirts of the property because of its negative and significant impact.

The World Heritage Centre communicated these conclusions by letter to the State Party on 23 April 2007, and proposed to support the Syrian Directorate of Antiquities and Museums in planning an implementing an alternative pilot project for the urban rehabilitation of the Malik Faisal area, before the end of the year 2008 in which Damascus has been designated as the Capital of Culture for the Arab World.

At the time of drafting this document, no answer was officially received by the World Heritage Centre regarding the possible decision of cancelling the project foreseen in the Malik Faisal area. Such a decision would be indispensable for the protection of the World Heritage Property's integrity and open the way to reinforced cooperation with the Directorate of Antiquities and Museums in the field of urban rehabilitation.

**Draft Decision:      31 COM 7B.58**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Notes with satisfaction that the State Party has prepared an Action Plan for the conservation of the property;*
3. *Encourages the State Party to implement the Action Plan provided that:*
  - a) *No ring road is established around the property;*
  - b) *Infrastructure works are planned and implemented under high quality archaeological supervision;*
  - c) *The legal framework for the protection of the property is improved and detailed;*
  - d) *The use of traditional restoration techniques within the property becomes compulsory to guarantee the preservation of the site's integrity;*
4. *Urges the State Party to stop further demolitions and the implementation of the ring road and the Malik Faisal area urban project in the northern historical outskirts of the property;*
5. *Invites the State Party to consider extending the boundaries of the property in order to include its valuable historical neighbourhoods and requests the State Party to define the boundaries of the proposed buffer zone and to officially provide a map of this zone to the World Heritage Centre for approval by the Committee;*
6. *Also requests the State Party, in accordance with Paragraph 172 of the Operational Guidelines to inform the World Heritage Centre of any planed changes and any foreseen project within and around the property in advance;*
7. *Further requests the State Party to invite a joint World Heritage Centre/ICOMOS mission in order to assess the situation and to submit to the World Heritage Centre, by **1 February 2008**, a progress report on the above recommendations and on the state of conservation of the property for examination by the Committee at its 32nd session in 2008.*

FOR ADOPTION REQUIRING NO DISCUSSION

**64. Ancient Ksour of Ouadane, Chinguetti, Tichitt and Oualata (Mauritania) (C 750)**

Year of inscription on the World Heritage List

1996

Criteria

(iii) (iv) (v)

Year(s) of inscription on the List of World Heritage in Danger

N/A

Previous Committee Decisions

**27 COM 7B.40; 29 COM 7B.103; 30 COM 7B.54**

International Assistance

Total amount provided to the property: USD 117,069 for Preparatory and Emergency Assistance, Technical Cooperation and Promotion.

UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 44,166, 00 in the framework of the France-UNESCO Convention; USD 40,860 for the supervision of the World Bank-Mauritanian Government-UNESCO tripartite project (USD 1,245,000).

Previous monitoring missions

World Heritage Centre mission in April 2001; six World Heritage Centre missions between 2002 and 2004 in the framework of the World Bank project; France-UNESCO mission and joint ICOMOS-World Heritage Centre mission in December 2006.

Main threats identified in previous reports

- a) Socio-economic and climatic changes;
- b) Gradual abandonment of the towns;
- c) Transformations made to houses affecting their authenticity;
- d) Tourism pressure;
- e) No technical conservation capacities;
- f) No management mechanism (including legal);
- g) Lack of human and financial resources;
- h) Weak institutional coordination.

Current conservation issues

The State Party sent a report on 26 January 2007 on the state of conservation of the property. It mentioned that, in Tichitt, some electrical installations are anarchic and visible. The city of Tichitt, unlike the three other cities, did not know massive abandonment of its

historic centre. It still remains densely inhabited. This Ksar preserves the majority of its heritage values.

In Ouadane, the national report indicates that the major issue is indeed the presence of the antenna of Mauritel on the outside limit of the inscribed perimeter. It constitutes an element which alters seriously the visual aspect of the site.

Besides, the report mentions the application of white painting on official buildings located within the buffer zone, creating a striking contrast that alters the cultural landscape. It also mentions the installation of a totally visible network of water conveyance.

Despite those remarks, the conclusions of the report are positive. It also states that, despite the lack of funding, the National Foundation for the Safeguarding of the Ancient Cities (FNSVA) created an institutional and legal mechanism in favour of the protection and restoration of the four sites through:

- a) The modification of the decree of creation of the FNSVA to make it more operational;
- b) the approval by the cabinet of town planning schemes and management plans of the old cities;
- c) The elaboration of the documents of implementation of the Fund for the architectural and urban rehabilitation of the four cities.

At its 30th session, the Committee requested that a joint World Heritage Centre/ICOMOS mission should visit the property.

Therefore, the mission visited the property from 10-26 December 2006 to assess notably how the State Party had implemented the recommendations of the pilot project “*Safeguarding and Development of Four World Heritage Cities in Mauritania*” which were the following:

Promulgation by the Parliament of the Law for heritage protection;

Adoption of the urban development plans and safeguarding plans and the application of urban regulations;

Creation and financing of a Heritage Rehabilitation Fund;

Establishment of a management and technical assistance mechanism.

### *Legal Protection*

No progress has been made on putting in place legal protection.

### *Master Plans and Management Plans*

Urban development plans for all four towns were approved by the Council of Ministers on December 20, 2006. They were accompanied by minimal regulations relating to planning and construction. The creation of buffer zones was approved for each historical city. These plans integrate the inventories of the buildings with planning and protection measures, actions to be carried out as with regard to tourism, and institutional organization. More general management plans have not yet been addressed.

### *Resources*

At the request of the State Party, a mission was organised under the France-UNESCO Convention in order to provide assistance to the FNSVA in setting up the appropriate mechanism for the establishment and functioning of the special Fund for the safeguarding, rehabilitation and promotion of the four cities inscribed on the World Heritage List.



The State Party is providing an annual funding of about USD 709,000 for the next five years. There three types of funding are foreseen:

- Operations initiated by the Municipalities on public buildings;
- Supporting the sale of local products and local arts and crafts;
- Support for private dwellings.

The complementary resources are not yet guaranteed and should come from a variety of sources including bilateral and/or multilateral donors; local communities; gifts and legacies, national or foreign; sponsorship; tourist tax and airport taxes; as well as other State grants.

The Fund will be managed by the FNSVA which will report to a Committee headed by the President and with members from Government departments.

### *Management capacities*

There remains a need to delegate more responsibility to local players and to strengthen capacities both at administrative level and within the community in terms of traditional skills. A Management structure needs to be set up for each of the four cities with representatives of local communities. Currently the FNSVA is located far away from the cities: 1300 km from Oualata and more than 500 km from Tichitt, Chinguetti and Ouadane.

As well as addressing these issues, the mission report also re-confirmed the difficulties facing these four towns such as:

- a) Progressive loss of traditional know-how by craftsmen such as stone masons;
- b) Use of inappropriate new materials;  
Un-regulated new building and demolition of houses, as well as re-use of materials;  
Urban development which does not respect city limits;  
Lack of information on the World Heritage status;  
Depopulation and the abandonment of city centres and spread of ruined buildings;  
Lack of water;  
Sand encroachment;  
Infrastructural developments.

Although some progress has been made in putting in place urban plans, and in agreeing to raise some of the needed funds for restoration and rehabilitation, a lot more needs to be done in terms of legal protection and management, in order to bring a halt to the progressive degradation of the cities and their abandon.

### **Draft Decision:      31 COM 7B.64**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **30 COM 7B.54**, adopted during its 30th session (Vilnius, 2006),*
3. *Notes with satisfaction that Master Plans have now be approved for all four cities and that the State Party is committed to raise an agreed amount of funds for the next five years to support rehabilitation and restoration works in the property;*

4. *Regrets that no progress has been made in putting in place legal protection;*
5. *Urges the State Party to establish appropriate local management mechanisms, with the adequate financial and human resources;*
6. *Encourages the State Party to submit an International assistance request for further capacity-building of the technical and managerial staff of the FNSVA;*
7. *Requests the State Party to submit, before **1 February 2009**, a progress report on the implementation of the above recommendations for examination by the World Heritage Committee at its 33rd session in 2009.*

## ASIA-PACIFIC

### FOR ADOPTION REQUIRING DISCUSSION

#### **69. Old Town of Lijiang (China) (C 811)**

##### Year of inscription on the World Heritage List

1997

##### Criteria

(ii) (iv) (v)

##### Year(s) of inscription on the List of World Heritage in Danger

N/A

##### Previous Committee Decisions

N/A

##### International Assistance

Total amount provided to the property: USD 70,000 as emergency and training assistance

##### UNESCO Extra-budgetary Funds

N/A

##### Previous monitoring missions

N/A

##### Main threats identified in previous reports

N/A

##### Current conservation issues

After the property was inscribed on the World Heritage List in 1997, progress has been made in the conservation work, particularly through the establishment of competent management authority (Management Committee was established in 2002 and a Cultural Heritage Protection Bureau was established in 2005).

However, the state of conservation of the property is of concern in the following aspects:

- a) The property includes three components: Lijiang Dayan Old Town, Baisha quarter, 8 kilometres to the north of Lijiang and Shuhe Town, a small urban settlement 4 kilometres north-west of Lijiang which used to be an educational and craft centre. At the time of World Heritage inscription, a three-level protection zone concept (derived from Lijiang "Historical and Cultural Importance City Master Plan" adopted in 1994) was used to define the core and buffer zones for a total area of 3.8 square kilometres in the old town of Dayan. In the process of elaborating a comprehensive Management Plan for Lijiang Old Town, the relevant authorities attempted to reduce the core area and buffer zone of Dayan Old Town in order to allow the development of tourism-related

projects at other sites of the property. There is no clear demarcation of boundary or buffer zones for Baisha and Shuhe.

- b) The increasingly common practice of selling development and management rights of heritage sites to commercial companies has also been noted with growing concern. This includes the development of Shuhe town which has been carried out with weak enforcement and monitoring of conservation regulations. In addition, several tourism-related facilities, real estate development and/or commercial shops have been constructed around the property or even in the buffer zones of Dayan Town. For instance, Nanmen District close to Dayan Old Town was built in 2004 and construction of Chama (Tea and Horse) Tourist Centre at Shuhe began in 2003. Another project entitled “Lijiang Ancient Town World Heritage Forum Center (being proposed)” has been submitted by China’s State Administration of Culture Heritage to the World Heritage Centre and ICOMOS for review. The proposed project is located in the southern part of the Dayan Old Town which is in the buffer zone. ICOMOS is of the view that the general function of the Centre is unclear. It is also not clear how this proposed project could contribute to reducing the over-concentration of tourist-related activities within the core area of Dayan Town. The use of traditional building materials in the proposed project has not been mentioned. ICOMOS suggests that the project should be carefully designed to be in harmony with the townscape of Lijiang.

In brief, the property is now surrounded by some commercial projects which are intended to “enhance” the beauty of the old town but actually damage the property. For instance, the water system in Shuhe has been deteriorating since the introduction of the tourism development project. Meanwhile, the surrounding environment of the property has been compromised. In this respect, tourism development projects and rapid commercialisation at the property may have negative impact on the social structure, ethnic *Naxi* culture and heritage values.

The management authorities of the property have been mindful of the significance of safeguarding both the intangible and the tangible heritage of the property, and have undertaken measures accordingly. A percentage of tourism revenues has been re-invested in both heritage and community projects in the Dayan Old Town, which have resulted in improvements in the townscape, infrastructure and public services. Museums illustrating local ways of life have contributed to the interpretation of the site. A Village Incentive Fund has been established to provide modest loans and grants to local homeowners in order to maintain their houses in accordance with traditional building practices.

However, the cumulative small-scale conservation attempts have been outweighed by the macro-level commercialisation due to the site’s popularity as a tourism destination for both domestic and international visitors. Commercial interests have driven measures to facilitate large numbers of tourists, compromising the authentic heritage values which attracted visitors to the property in the first place. In physical terms, architectural and urban authenticity has been affected by widespread rebuilding and development, use of modern building materials and replication of traditional-style architecture, which have been carried out instead of maintaining the historic fabric. In social terms, the property has seen displacement of local populations and the replacement of traditional occupations by tourism-related businesses run by non-local residents. Renewed attention to visitor management and regulation of associated investments in infrastructure and facilities is required.

In the absence of an integrated management strategy balancing development and conservation, comprehensive guidelines and an enforceable monitoring mechanism ensuring the sustainable conservation of the site’s heritage values, these changes pose growing challenges to the historic heritage community of Lijiang, which remains aware and committed to safeguarding their traditional tangible and intangible heritage.

The World Heritage Centre and ICOMOS consider that the scale of the threats to the townscape of Lijiang and its surrounding landscape from rebuilding, new tourism-related

structures, other new buildings and services requires the Management Plan for Lijang to be integrated into a wider Master Plan for the area, which addresses tourism services, infrastructural development, housing etc. in a holistic way and respects the integrity of the three core areas of the property.

**Draft Decision:      31 COM 7B.69**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Noting with concern the uncontrolled tourism and other development projects being carried out at the property, which might have a negative impact on its heritage values;*
3. *Requests the State Party to review the current comprehensive Management Plan of the property by:*
  - a) *Preparing a proposal for the boundaries of the core and buffer zones of the areas of Baisha and Shuhe, and submit it to the Committee for its consideration according to paragraphs 163-165 of the Operational Guidelines ;*
  - b) *Developing a Master Plan for the property and its surrounding area, which includes the Management Plan and allows a strategic approach to development, tourism and conservation in order to maintain the integrity of the property and its setting;*
  - c) *Strengthening its effectiveness in protecting the heritage values of the property, notably by developing appropriate land-use regulations and impact assessment procedures for proposed development projects;*
  - d) *Continuously providing support to local homeowners in their efforts to maintain their houses in accordance with traditional building practices.*
4. *Also requests the State party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the property to assess its state of conservation and assist in addressing the issues raised in point 3 above;*
5. *Further requests the State Party to submit to the World Heritage Centre, by **1 February 2009**, a report on the state of conservation of the property, including information on the progress made in implementing the actions mentioned in point 3 above, for examination by the Committee at its 33rd session in 2009.*

**70. Sangiran Early Man Site (Indonesia) (C 593)**

Year of inscription on the World Heritage List:

1996

Criteria

(iii) (vi)

Year(s) of inscription on the List of World Heritage in Danger

N/A

Previous Committee Decisions

**26COM 21B.52**

International Assistance

Total amount provided to the property: USD 40,000.

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

UNESCO expert monitoring mission of September 2006

Main threats identified in previous reports

- a) Lack of a permanent site management authority to ensure co-ordination between conservation, research and development agencies;
- b) Poor site presentation and museum display;
- c) Lack of a comprehensive management plan to ensure conservation and development of the site.

Current conservation issues

Sangiran is one of the largest fossil sites in the world and contains potentially important data for understanding the general process of human evolution.

At the request of the Department of Culture and Tourism of Indonesia, the Chairperson of the World Heritage Committee approved in March 2005 an amount of USD 15,000 as international assistance to support a National Consultation Workshop for the safeguarding of Sangiran World Heritage property. The Workshop was held from 20 to 25 September 2006 in conjunction with a UNESCO expert mission to the property. The aim of the meeting was to conduct consultations with local stakeholders on the conservation and management of the property, review the progress achieved in the implementation of the recommendations of a previous workshop (held in April 2002) and develop technical guidelines on the site's infrastructural development in relation to scientific research and tourism development. The proceedings of the workshop were transmitted by the State Party to the World Heritage Centre in February 2007.

Since 2002, the Indonesian Government has been making significant efforts in order to preserve and conserve this property, improve education and empowerment of local communities, promote scientific research at the site as well as develop tourism facilities in and around the site. The participants in the 2006 workshop, indeed, noted some positive changes at the site, including:

- a) an increase of police officers at the site;
- b) the development, in 2005, of a Master Plan for the Conservation and Management of Sangiran Site;
- c) the reinforcement of the law against illegal trafficking of fossils;
- d) the training of museum staff; and
- e) the improvement of the Sangiran Site Museum.

Despite these positive developments, however, a number of problems persist. It appeared that the Coordinating Board for the Protection and Management of Sangiran World Heritage Site, which had been established in 2002, has not been effective in implementing the recommendations of the 2002 workshop, and has remained mostly non operational. A site management authority with trained staff, therefore, is not yet in place, as personnel responsible for the management of the site currently comes from the Archaeological Office of Central Java Province.

The participants in the 2006 workshop noted as well the threats affecting the property (which extends over 56 square kilometers) from inappropriate land-use within the boundary of the listed site, in the absence of clear regulations based on the heritage significance of the property. These included an extension to the Site Museum building, where laboratories and storage facilities will be located, and the construction of a three storey observation tower; the proposed establishment of a recreational Pleistocene Park within the property; the construction of a bridge across the Cemara River, connecting Sragen and Karanganyar Regents; the digging of artesian wells and the proposal to create a waste dump within the boundaries of the World Heritage site (the latter withdrawn in 2004). These developments may have an adverse impact on the values of the property, in light of the presence of precious archaeological layers very close to the surface, and of the need to ensure the integrity of the landscape. Moreover, recent important archaeological discoveries have been made outside the current boundary of the core area of the World Heritage property.

The participants noted as well the need to improve the presentation and interpretation at the site museum, by emphasizing the values that justified the inscription of the site on the World Heritage List, and to raise the awareness of the local population, which lives within the property, of its heritage significance and the need to protect it.

With respect to the above issues, the participants in the workshop recommended that:

- f) The Coordination Board for the Protection and Management of Sangiran Early Man Site, initiated in May 2002, be reactivated and restructured by the national and local authorities to ensure a functioning site management authority;
- g) Training activities for local authorities and staff from the archaeological office should be organized to build local capacity in the long-term conservation and management of the site, if necessary by requesting assistance to UNESCO;
- h) The 2005 Master Plan for the site be implemented and strengthened in coordination with UNESCO, including by reviewing the boundaries of the core zone, possibly establishing a buffer zone, and the establishment of provisions to assess the impact of infrastructure or tourism development projects within the property, so as to ensure that they do not affect the Outstanding Universal Value of Sangiran;
- i) The Sangiran Site Museum should be further improved in its presentation and interpretation, in close consultation with the Coordination Board, to ensure that it conveys the Outstanding Universal Value of the property and to reinforce the involvement of local communities, including young people, in the conservation of the site.

**Draft Decision:        31 COM 7B.70**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add,

2. Expresses its appreciation to the State Party for organizing a Stakeholders Consultation Workshop on the Conservation and Management of Sangiran World Heritage property;
3. Noting however with concern the potential risks associated to the lack of a functioning site management authority as well as of appropriate land-use regulations, combined with on-going development projects within the property, which might have a negative impact on its heritage values,
4. Requests the State Party to review and strengthen the management of the property by:
  - a) Restructuring and reactivating the Coordinating Board for the Protection and Management of Sangiran World Heritage property;
  - b) Re-enforcing the effectiveness of the Master Plan in protecting the heritage values of the property, notably by developing appropriate land-use regulations and impact assessment procedures for proposed development projects; by considering the possible revision of the core zone, taking into account recent archaeological discoveries; and by defining an appropriate buffer zone for the property with the relative appropriate legal provisions and land-use regulation for consideration by the Committee;
  - c) Improving the presentation and interpretation of the site and its Museum, and developing awareness-raising programmes addressed to the community, and particularly the young people.
5. Also requests the State party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the property to assess its state of conservation and assist in addressing the issues raised in point 4 above;
6. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2008**, a report on the state of conservation of the property, including information on the progress made in implementing the actions mentioned in point 4 above, for examination by the Committee at its 32nd session in 2008.

## **71. Meidan Emam, Esfahan (Islamic Republic of Iran) (C 115)**

### Year of inscription on the World Heritage List

1979

### Criteria

(i) (v) (vi)

### Year(s) of inscription on the List of World Heritage in Danger

N/A

### Previous Committee Decisions

**28 COM 15B.63; 29 COM 7B.54; 30 COM 7B.57**

### International Assistance

Total amount provided to the property: USD 2,752 (Training assistance).



### UNESCO Extra-budgetary Funds

Total amount provided to the property: 5,710 Euros (France – UNESCO Convention).

### Previous monitoring missions

World Heritage Centre mission in 1998; UNESCO-France Convention Expert mission in 2001; World Heritage Centre mission in October 2002; UNESCO Tehran Cluster Office mission in June 2004, May 2005; World Heritage Centre Director mission in May 2006; UNESCO Tehran Cluster Office missions in June and December 2006, as well as April 2007.

### Main threats identified in previous reports

Uncordinated urban development, in particular, construction of a large scale commercial complex with a 14 story tower in the vicinity of the World Heritage property.

### Current conservation issues

In response to the decision taken by the World Heritage Committee at its 30th session (Vilnius, 2006) and a letter from the Director of the World Heritage Centre dated 10 January 2007, the Iranian authorities reported on the status of the Jahan Nama Complex and the progress made in possible extension of the World Heritage property, as well as on the status of a subway project within Esfahan. Following the recent mission in April 2007 of the UNESCO Tehran Office, the progress made in the demolition of the top floors of the tower of the Jahan-Nama Commercial Complex in Esfahan and the status of the above mentioned issues are as follows:

- a) Since the May 2006 mission undertaken by the Director of the World Heritage Centre, the 13th and 14th floors of the tower of the Jahan Nama Commercial Complex have been almost completely demolished. There is a written agreement between the national, provincial and local government authorities to also demolish the 11th and 12th floors, once the national government provides the funding for this demolition work to the local government. While there have been delays in the demolition process, there is a firm commitment on the part of the various governmental authorities to continue the demolition down to the 11th floor. After the 11th floor is demolished, the authorities will reassess the building and its impact on the visual integrity of the World Heritage property, and determine any further actions. The UNESCO Tehran Office mission of April 2007 witnessed the full co-ordination and collaboration between the various authorities. While some delays in the height reduction have recurred, the UNESCO mission was convinced that there is now a mutual determination to ensure that the integrity and authenticity of Meidan Emam World Heritage property are conserved.
- b) The possible future extension of Meidan Emam to include the historic and cultural axis of the old city has been examined by an Iranian expert committee and consultants, and the preparation of the extension as a cultural landscape has also been considered pursuant to the UNESCO/ICHHTO/World Heritage Centre International Expert Workshop for Enhanced Management and Planning of World Heritage Cultural Landscapes. There is a concerted effort to strengthen the site's heritage conservation, to restore its endangered historic fabric, and to upgrade the urban landscape, supported by significant governmental funding. The draft extension nomination document was submitted to the World Heritage Centre on 1 February 2007 for technical comments.
- c) There was a concern expressed by the national and international community related to a subway project designed to pass under the historic avenue of Chahar Bagh. After undertaking cultural, social and environmental impact assessments, as well as further geotechnical, engineering, and architectural studies, the authorities have decided to avoid the Chahar Bagh avenue route, which would have passed through the proposed World Heritage site extension. After examining three alternatives, it was decided that

the Bagh-e-Goldaste avenue route had the least negative impact and the most positive contribution to the community and its assets.

**Draft Decision: 31 COM 7B.71**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **30 COM 7B.57**, adopted at its 30th session (Vilnius, 2006),*
3. *Notes the steps taken by the Government of the Islamic Republic of Iran to implement the recommendations of the World Heritage Committee related to the reduction of the height of the Jahan Nama Commercial Complex tower;*
4. *Requests the authorities of Iran to continue with the planned modifications to the Jahan Nama Commercial Complex to ensure minimum negative impacts upon the visual integrity of the Meidan Emam World Heritage property;*
5. *Notes with satisfaction the decision taken by the authorities to divert the subway route in Esfahan to safeguard the historic structures located near the Chahar Bagh avenue;*
6. *Urges the Iranian authorities to elaborate mechanisms for undertaking systematic cultural, social and environmental impact assessments prior to designing large scale development projects close to World Heritage and Tentative List properties in Iran;*
7. *Also notes the progress made in drafting the nomination dossier for the extension of the Meidan Emam World Heritage property to include the historical and cultural axis of Esfahan;*
8. *Requests the State Party to submit to the World Heritage Centre, by **1 February 2008**, a detailed report on the progress made in reducing the height of the Jahan Nama Commercial Complex tower and in minimizing the negative impact upon the visual integrity of Meidan Emam World Heritage property for examination by the Committee at its 32nd session in 2008.*

**73. Luang Prabang (Lao Peoples Democratic Republic) (C 479 rev)**

Year of inscription on the World Heritage List

1995

Criteria

(ii) (iv) (v)

Year(s) of inscription on the List of World Heritage in Danger

N/A

Previous Committee Decisions

**28 COM 15B.60; 29 COM 7B.60**

### International Assistance

Total amount provided to the property: USD 117,242

### UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 195,000 (France-UNESCO Convention)

### Previous monitoring missions

UNESCO missions (France-UNESCO Convention): November 2005, April 2006, and October 2006.

### Main threats identified in previous reports

- a) Urban pressure on the non-constructible zones
- b) Urban infrastructure work posing threats to the value of the property
- c) Illegal construction

### Current conservation issues

Luang Prabang was inscribed on the World Heritage List in 1995. At the time of inscription, as the State Party did not have the necessary management tools to ensure the preservation of the site, UNESCO appealed to the City of Chinon and the Central Region of France to assist the Lao authorities in the framework of decentralised cooperation. This cooperation led to the creation of a management authority (Heritage House), the elaboration of a regulatory framework (Safeguarding and Enhancement Plan, PSMV) and to a safeguarding programme for the World Heritage site. As from 1999, financial support from bilateral and multilateral cooperation, in particular through the French Development Agency (AFD) and the European Union, enabled the implementation of this large-scale programme: restoration of buildings (religious and civil architecture) and urban renovation (roads, drainage, networks). The programme focused on the transfer of skills, and today the Heritage House has a competent technical team in charge of the implementation of the PSMV.

In the framework of the safeguarding programme for the site, regular monitoring/evaluation missions are carried out through decentralised cooperation or by experts made available in the framework of the France-UNESCO Convention.

The evaluation mission carried out in October 2006 stressed certain positive aspects of the management of the property, notably the remarkable work of the advisory and supervising body, Heritage House. The recent creation of a public information service at the Ban Xieng Moane House, for example, is a key element conferring legitimacy to the activity of the Heritage House. All documents produced since ten years are available for public consultation, as well as the database freely accessible on four computers. In spite of increasing pressures, the responsiveness of the office in charge of building permits is remarkable in view of the conditions under which it works. Following a thorough analysis of the regulations of the safeguarding plan, and a site visit, case-by-case negotiation results in a more respectful architecture of the site and its architectural regulations.

Although very positive, this strategy of providing support to projects sometimes encounters the bad will of certain owners refusing to conform to established rules. The mission also noticed a trend towards the sharp increase in the number of plots (already excessive), including in non-constructible zones, which in the long-term could alter the special nature of the urban landscape of Luang Prabang and threaten its integrity.

In the context of a certain easing in the strict application of the rules, this attitude, in any event the best in view of the constraints is valid for most authorizations, but it is not without risk for big operations. This is especially the case in a context of weakening coordination and decision-making bodies (National Heritage Committee and Local Heritage Committee),

which have not met for several months, and of the Heritage House, whose mandate should be better defined and its capacities strengthened.

The mission also underlined the urban and construction pressures affecting the World Heritage site. Large scale hotel projects are envisaged in the non-constructible zones, on the right bank of the Mekong. Uncontrolled urbanisation in the flood run-off zones increases the risk of flooding. Numerous urban infrastructure operations, financed through bilateral or multilateral international cooperation, are programmed within the inscribed perimeter and on its periphery. These include projects being developed by the Japanese Bank for International Cooperation (JBIC). In the absence of an established framework for coordination, these operations could threaten the outstanding universal value of the site.

The establishment of this framework for intervention requires an evaluation of urban and socio-economic developments since the inscription of the site and the definition of a new action plan. Indeed, the inscription of Luang Prabang on the World Heritage List has not led, as is usually the case, to the definition of a buffer zone. Aware of the lack of this buffer zone and its potential consequences for the protection of the property, the partners have undertaken a study for a plan for territorial coherence.

A diagnostic and planning document – the Territorial Coherence Plan (SCOT) – was therefore drawn up in 2004 by the AFD on the urban area scale of 375 km<sup>2</sup>. It enabled the identification of urban pressure, pinpoint the peripheral zones where increased development might alter the value of the property, and to establish scenarios for the development of the city. However, as the Urban Development Plan has not been revised, the SCOT is not yet an operational planning tool.

Moreover, for the long-term preservation of the outstanding universal value of the property, the SCOT studies reveal the necessity of maintaining the territorial balance at the regional level in order to control the migratory flux of the neighbouring rural populations to the city. Indeed, a massive rural exodus could not only throw off balance the traditional mode of territorial occupation (land-use) and the exploitation of the natural resources, but could also increase the pressures on the World Heritage site (overpopulation of the protected sector) and threaten the outstanding universal value of the property. Measures for the preservation of the natural environment and human habitations, and support for the development of the rural areas have thus been undertaken on the scale of the catchments area of the Nam Khan. These measures are concretised in a project for the creation of a biosphere reserve in the Nam Khan Valley, (tributary of the Mekong of which the mouth is located at Luang Prabang), in the framework of UNESCO's Man and the Biosphere Programme.

In order to sustain the preservation of the property, and ensure a balance in its development within the region, the expert mission recommended to:

- a) pursue the strict application of the PSMV, especially by preserving the non-constructible status of the natural zones situated within the inscribed perimeter and by controlling the overpopulation of the site, as well as the survey of illicit constructions initiated by the provincial authorities;
- b) pursue and finalise the planning procedure at the peri-urban level, to control the impact of urban development, infrastructure projects and natural risks to the World Heritage site. The creation of a buffer zone of the World Heritage property is recommended, in the framework of a revision of the Urban Development Plan, based on the perimeter and the recommendations of the Territorial Coherence Plan (SCOT), which should become operational ;
- c) pursue the procedure for the creation of a biosphere reserve undertaken by the State Party, which could improve the balance between the World Heritage site and the region.

Concerning the need for strengthening the governance of the property, the expert mission also recommended:

- d) the rapid convening and the regular holding of meetings of the two coordinating and decision-making bodies (National Heritage Committee and Local Heritage Committee);
- e) an evaluation of the quality of development and rehabilitation projects and the developments noted since the inscription of the property, especially in terms of overpopulation and use (impact of tourism development on the activities and uses): this evaluation could perhaps benefit from the support of UNESCO (in the framework of a joint World Heritage Centre/ICOMOS evaluation mission), and that of decentralised cooperation and the AFD;
- f) the coordination of projects envisaged on the inscribed perimeter and its periphery, which should be coherent with the framework envisaged by the SCOT, eventually through the organisation of a coordination meeting of the funding agencies at the end of 2007.

In the light of these observations and recommendations that have been discussed with the State Party, the World Heritage Centre and ICOMOS consider that it would be useful to undertake a reactive monitoring mission to the site. The objective of this mission would be to evaluate the nature and potential impact of the large-scale projects being planned around the listed property and the other above-mentioned issues linked to the safeguarding of the site. It would also aim to advise the State Party on the extent of the possible buffer zone to be established as well as the most appropriate regulations for its management and use.

**Draft Decision:      31 COM 7B.73**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add,
2. Recalling Decision **29 COM 7B.60**, adopted at its 29th session (Durban, 2005),
3. Notes the considerable efforts made by the Heritage House in the exercise of its functions;
4. Recommends to the State Party the creation of a buffer zone, to mitigate the pressures on the World Heritage property, and requests the State Party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission, at the end of 2007, to evaluate the property's state of conservation and to make recommendations concerning the establishment of a buffer zone, in the form of a revision of the Urban Development Plan and based on the recommendations formulated in the Territorial Coherence Plan (SCOT);
5. Notes with satisfaction the efforts undertaken by the State Party for the creation of a biosphere reserve in the catchment area of the Nam Khan and encourages it to pursue this process which would contribute to improving the equilibrium between the World Heritage site and the region;
6. Calls the attention of the State Party to the need for implementing measures for the prevention of natural risks, flooding in particular, and requests it to carry out a study on risks involved with the urbanisation of the flood run-off zones and the impact of the hydraulic projects envisaged on the Mekong and the Nam Khan ;
7. Also recommends to the State Party to carry out an evaluation of the quality of the development projects and on developments noted since the inscription of the property, especially in terms of overpopulation and use;

8. Also requests the State Party to pursue the strict application of the Safeguarding and Enhancement Plan (PSMV), and especially:
  - a) to preserve the non-constructible status of the natural zones within the inscribed perimeter,
  - b) to control the densification of the site in applicaiton of the provisions of the PSMV,
  - c) to pursue the survey of illicit constructions.
9. Further recommends the organization of a coordination meeting of the funding agencies at the end of 2007, with the participation of the World Heritage Centre, to coordinate the projects envisaged on the World Heritage site and its periphery by bilateral and multilateral cooperation agencies, in the framework of principles established in the SCOT ;
10. Also encourages the State Party to call upon support, if necessary, from decentralised cooperation between Luang Prabang Province, the city of Chinon and the Central Region, as well as from Technical Assistance provided by UNESCO in the framework of the France-UNESCO Convention, to facilitate the implementation of the above points ;
11. Further requests the State Party to submit to the World Heritage Centre before **1 February 2008** a report on the state of conservation of the property and on the steps taken to implement all of the above items, for examination by the Committee at its 32nd session in 2008.

#### **74. Samarkand – Crossroads of Cultures (Uzbekistan) (C 603 rev)**

##### Year of inscription on the World Heritage List

2001

##### Criteria

(i) (ii) (iv)

##### Year(s) of inscription on the List of World Heritage in Danger

N/A

##### Previous Committee Decisions

**29 COM 7B.57; 30 COM 7B. 59**

##### International Assistance

Total amount provided to the property (up to 2005): USD 30,000

##### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

Joint UNESCO Tashkent Office/ICOMOS reactive monitoring mission on 6-12 March 2006; a brief assessment mission by an international expert of the UNESCO Tashkent Office in April 2005; mission by UNESCO/ICOMOS experts in October 2006.

### Main threats identified in previous reports

- a) Serious impact of a large-scale restoration;
- b) Urban landscaping programme impacts upon the authenticity and integrity of the property.

### Current conservation issues

The criteria under which Samarkand was inscribed on the World Heritage List include not only the outstanding architectural ensembles such as the Registan Square and Bibi Khanum Mosque, but also elements of the historic town and townscape of Samarkand, from the 13th Century down to the present day. At the time of Samarkand's inscription, the World Heritage Committee requested that the Uzbek authorities prepare an integrated management plan for the historic town as a whole, and to report back to the Committee at its 28th session (Suzhou, 2004).

#### *a) Shakh-Zinda complex:*

In October 2004, comprehensive restoration works were begun in Shakh-Zinda complex without prior notification or approval from the World Heritage Committee.

At its 29th session (Durban, 2005), the World Heritage Committee requested the State Party to provide a complete documentation concerning the large restoration and urban landscaping programme, which appeared to be severely affecting the integrity and authenticity of the property. As requested by the Committee at its 29th session (Durban, 2005) an ICOMOS mission was carried out in March 2006, accompanied by the Head of the UNESCO Office in Tashkent. The Mission considered that the loss of authenticity occasioned by the recent work at the Shakh-Zinda complex was alarming and that all development and conservation decisions must in future be guided by a management plan.

#### *b) New road between Afrosiab and Timurid part of Samarkand:*

In 2005/2006, the Municipality of Samarkand completed a major enlargement to a four-lane highway of a trunk road passing through the middle of the World Heritage zone, effectively severing the Afrosiab and the Shakh-Zinda from the Timurid city. This project is part of a larger city development scheme 2004-2025 ("Project for the reconstruction of the central part of Samarkand"). At its 30th session (Vilnius, 2006), the Committee noted that this new road construction, 16 metres wide and bordered by retaining walls up to five metres high, is very obtrusive to the historic environment and has a considerable impact on the property and its buffer zone. The Committee also noted that the new trunk road was part of a wider plan to enlarge the road system around the periphery of Samarkand and provide links with the existing internal roads and that this, if implemented, could have a considerable impact on the integrity of the property and its buffer zones; the Committee also noted with concern that certain areas of traditional residential housing near to the main monuments had been demolished and others appeared to be under threat.

The Committee urged the State Party to review the large-scale urban planning schemes, such as the proposed "Project for the reconstruction of the central part of Samarkand", and to immediately refrain from further demolition of traditional housing areas pending the adoption of a conservation policy and management plan;

The Committee requested the State Party as a matter of priority to develop a management plan for the whole historic town, including the World Heritage areas and its buffer zones; prepare an inventory and documentation of the historic features and the architectural values;

establish an integrated conservation strategy for the existing residential quarters, as well as for the reintegration and rehabilitation of the surrounding areas that have been demolished. Further, the Committee noted that should the State Party fail to initiate the above-mentioned recommendations and decisions, the World Heritage Committee may decide to inscribe the property on the List of World Heritage in Danger at its 31st session in 2007. An informal mission by UNESCO/ICOMOS experts visited Samarkand in October 2006.

c) *Management Plan:*

During the Mission in October 2006, it was agreed by the State Party that the Management Plan for Samarkand should be a strategic plan, which should include the concept of the overall development of the city and include historical residential areas as well as the main architectural and archeological monuments.

In January 2007 the State Party submitted a Draft ***Management Plan of the Conservation and Rehabilitation of the Historical Centre of Samarkand***. This detailed and aspirational Plan is in four main sections:

- (i) Historical-cultural values and condition of buildings of the historical centre of Samarkand,
- (ii) The general principles for the preservation and rehabilitation of the historical centre of Samarkand,
- (iii) Management and monitoring,
- (iv) Management plan for the conservation and rehabilitation of the historical centre of Samarkand.

The principles in the Plan include:

- (i) Whenever possible the maximal preservation of all properties of the cultural heritage in original (authentic) shape,
- (ii) Preservation and rehabilitation, of both monuments and their historical environment and landscape,
- (iii) New town planning should correspond to the requirements of national and international legislation on protection of the cultural heritage,
- (iv) The approaches to the preservation and rehabilitations of these three main zones in the City should be differentiated.

For the Old City attention is drawn to the need to consider not only the main monuments but the associated residential quarters with their network of courtyard houses, water collection system of *khouzs* and *aryks*, and small neighbourhood mosques. There the main aim is to not only to restore but also revive something of the rich economic and social functions that these areas once had as the heart of the Timurid City. The Plan identifies the very specific qualities of these areas such as busy, *"trading streets hung ... with goods, mysterious shade of small dokons (shops) with silver jugs and flashes bronze; ..... narrow side streets with sounds of dutar and dead-ends, suddenly open wide through gate to the depth of cool and wide courtyard."* The Plan stresses the need for support for the *'positive phenomena of spontaneous, self-acting revival of traditional inhabited architecture,...[as a ] result of current repairing and reconstruction by the population of their houses in traditional style.'*

The Timetable for the Plan is 2007-2015. The first stage, 2007 – 2010 would cover the necessary research, development and design activities. The realisation of the planned activities would be carried out in the second stage, 2011-2015. Financing the Programmes emanating from the Plan will be carried out at the expense of national and local budgets.

The State Party has further confirmed that:



- (i) The “Project for the Reconstruction of the Central Part of Samarkand” 2004-2025 will be superseded by the proposals to be drawn up as part of the Management Plan
- (ii) The Management Plan, after its approval by the Government of the Republic of Uzbekistan, should become the basic document on the basis of which the General Plan for City Development of Samarkand till 2025 will be elaborated. All subsequent projects of a detailed lay-out of the central part of Samarkand city, the general schemes and concrete projects of roads construction will be adjusted in accordance with submitted Management Plan.
- (iii) Additional rules and standards with more detailed regulation will be developed on the basis of the Management Plan. These will include historical buildings, tourism facilities, public spaces, residential quarters, transport infrastructure and other related issues. It is planned that draft rules and standards will be submitted to the UNESCO World Heritage Centre for consultation and comments.

ICOMOS and the World Heritage Centre congratulate the State Party on compiling a detailed and visionary draft Management Plan that addresses the key issues facing the historic city of Samarkand, in particular the need to integrate the protection and preservation of the main iconic monuments with the restoration of their associated historic residential areas, the need to keep major roads out of the historic centre, the need to support the economic and social sustainability of the overall historic centre, and the overall need to put in place detailed planning and guidance structures to provide the necessary supportive framework.

ICOMOS and the World Heritage Centre also suggest that as part of the Management Plan, a Conservation Strategy for the City should be developed – covering both monuments and residential areas of the historic city – that acknowledges the wealth of conservation expertise, experience, documentation that exists in the city and which is addressed at both on-going maintenance and major restoration projects. It is further suggested that a Coordinating Committee for the World Heritage Site of Samarkand be put in place to bring together all partners currently involved in the conservation and development of the World Heritage Site.

**Draft Decision:        31 COM 7B.74**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add,
2. Recalling Decision **30 COM 7B.59**, adopted at its 30th session (Vilnius, 2006),
3. Notes with satisfaction the State Party’s production of a draft Management for Samarkand which aims to address the concept of the overall development of the city and considers not only the main architectural and archeological monuments, but also historical residential areas and traffic and tourism management and notes the timetable, 2007-2010 for the development of the final detailed Management Plan;
4. Requests the State Party to submit for approval, as available,
  - a) Draft rules and standards including approaches to reconstruction;
  - b) Revised draft road schemes for the city; and
  - c) Details of proposed zoning;

5. Also requests the State Party to confirm that no further road building will be undertaken until the revised road scheme for the city has been approved, and that this will include proposals to close the new road between Afrosiab and the Timurid City to through-traffic;
6. Further requests the State Party to consider the development of a Conservation Strategy for the City for both monuments and residential areas, that acknowledges the wealth of conservation expertise, experience, and documentation that exists in the city and covers both on-going maintenance and major restoration projects;
7. Suggests that a Coordinating Committee for the World Heritage property of Samarkand be put in place to bring together all partners currently involved in the conservation and development of the World Heritage Site;
8. Requests the State Party to invite a joint World Heritage Centre/ICOMOS monitoring mission to evaluate progress in the development of the Management Plan and the implementation of the revised road schemes for the City;
9. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2008**, a detailed report on the progress made in developing the management plan and on the state of conservation of the property for examination by the Committee at its 32nd session in 2008.

## **75. Complex of Hué Monuments (Vietnam) (C 678)**

Year of inscription on the World Heritage List:

1993

Criteria

(iii) (iv)

Year(s) of inscription on the List of World Heritage in Danger

N/A

Previous Committee Decisions

**28 COM 15B.61; 29 COM 7B.58; 30 COM 7B.71**

International Assistance

Total amount provided to the property: USD 307,111

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

A monitoring mission by an international expert, 8-18 November 2003. A joint World Heritage Centre-ICOMOS reactive monitoring mission in October 2006.

### Main threats identified in previous reports

- a) Development of the road infrastructure and modern constructions in and around the Citadel;
- b) Urban infrastructure of Hué and its surroundings.

### Current conservation issues

A joint World Heritage Centre/ICOMOS mission visited the property in October 2006. With respect to the four issues raised by the Committee in its Decision **30 COM 7B.71**, the mission observed the following.

The removal of the illegal buildings proceeds in phases, involving a large number of people that are being relocated to safer areas and better living conditions. The operations, depending on availability of funds, should continue over the next years. The efforts of the authorities in this respect are commendable.

Three different inventories were prepared in Hué, including of the main listed monuments, 640 traditional houses, temples, garden houses and French colonial architecture. These inventories will be integrated into a single GIS database, which will be used also for promoting cultural tourism.

The Decision **30 COM 7B.71** had requested a Management Plan by end 2006. However, during the mission it became apparent that by Management Plan the authorities intended mainly the redefinition of zone boundaries and adjustments to regulations covering land-use and building activities within and around the World Heritage property. This important work was still under way at the time of the mission, and was not presented to its members.

The revision of the boundaries and a strengthening of the protective measures are indeed necessary. The boundaries of the World Heritage property of Hué Monument Complex (i.e. zone I), as originally submitted, do not reflect the significance of the site as a cultural landscape since they only include the built structures and their immediate setting, leaving outside the essential natural components of the geomantic landscape inspired by the *feng shui* philosophy. Buffer zones (zones II), moreover, appear too small to ensure the protection of the heritage sites from unwanted development.

The mission, indeed, noted a number of implemented or on-going projects with negative impact on the integrity of the World Heritage property, including a new by-pass road and bridge near the Minh Mang Tomb, a road cutting created in one of the hills of geomantic significance facing Khai Dinh's tomb, road enlargements, tourist resorts, golf course, a cement factory, quarrying, and suburban sprawl in general, and particularly along the banks of the Perfume River. All these developments, following a piece-meal approach, appear to contradict the spirit of the existing Master Plan for Hué, which identifies the area to the south west of the Citadel (i.e. the heritage area) as a special zone of landscape significance to be preserved in its semi-rural state. Less problematic is the Citadel itself where, with few exceptions, building controls are in place.

With respect to the proposed five-storey hotel at Vong Canh Hill (a prominent location overlooking the Perfume River and within sight of several important monuments), the mission noted that the construction of this hotel on the top of the Hill would be a major intrusion on the geomantic landscape of nearby monuments such as the Tu Duc or the Dong Khan Tombs. It appears that four different locations had been considered for this development, with one (on the slopes of the Hill near an old French pumping station) being currently favoured. While this option would certainly be preferable to the initial proposal on top of the Hill, it is feared that the construction of a hotel and necessary access roads would inevitably lead to the development of an urban cluster here, as it has occurred around the Tuan Bridge and bypass road near the Minh Mang Tomb. The mission was informed that an Environmental Impact Assessment for this project was being prepared.

In conclusion, it appeared to the mission that the property's statement of Outstanding Universal Value, as well as its boundaries and buffer zones, needs to be revised to reflect the broader definition of the site as a cultural landscape and provide a stronger level of protection. This could be achieved through a re-nomination of the property. This process should be carried out through a participative approach so as to reconcile the immediate development needs of the growing population with the need for protecting an essential asset for the socio-economic well being of the community in the long-term.

One additional issue observed by the mission is the risk from floods. Only two weeks before the mission took place, a flood had reached the level of +4.35 metres above the average height of the River, causing around USD 2 million in damage to the Citadel. While the construction of upstream dams is underway, the mission noted the importance of rehabilitating the traditional water network within and around the Citadel, currently ineffective because not maintained, as a means to reduce the impact of floods in the heritage area. Currently, UNESCO and the Japanese Bank for International Cooperation (JBIC) are developing an agreement to conduct a study on this traditional water networks, in co-operation with the Hué Monument Conservation Centre (HMCC) in view of its future possible re-establishment.

The report of the mission included the following main recommendations:

- a) The programme for the removal of illegal structures and the relocation of the concerned persons to alternative suitable places should continue according to the plan, in close consultation with the people being moved and with financial support from Central and Provincial Governments.
- b) The Hué Monuments Conservation Centre should take into account the inventories carried out so far in the process for the redefinition of the boundaries of the World Heritage property, so as to ensure that these included all the significant elements that characterize its heritage value. An updated and comprehensive inventory should also constitute an essential component of the future management plan for the World Heritage property.
- c) The Management Plan currently under development must both respond to the Outstanding Universal Value identified at the time of inscription and anticipate in the near future a possible cultural landscape re-nomination by putting in place in the interim period all necessary protection for the 'landscape areas' essential to the full articulation of this re-nomination.
- d) The process of preparing a cultural landscape re-nomination is complex and demanding. This re-nomination will require redefining the core areas to be included within the nomination, the definition of appropriately protected buffer zones, a revised statement of Outstanding Universal Value, and modification to the Management Plan currently under preparation in order to specify general principles for the entire World Heritage property and sub-plans for each of the extended core areas (Zone I). This should be developed and submitted in a re-nomination document to UNESCO according to the provisions of paragraphs 165 and 166 of the *Operational Guidelines* (Request for Major Modification) by the end of 2009.
- e) Until the State Party should develop a full re-nomination of the site as a cultural landscape, the State Party should extend the boundaries of the buffer zone (Zone II) to include all the territory that would be included in such a re-nomination and strengthen the protection of the territory so included to maintain it free from development that would negatively impact on the values recognized by inscription, and those linked to its future re-nomination as a cultural landscape.
- f) In the interim, until a full re-nomination of the site as a cultural landscape, the boundaries of the existing buffer zones (Zone II) should be extended in order to protect all the geomantic elements of each of the inscribed monuments. This should be done in

accordance with the principles outlined above and the new boundaries should be submitted to the World Heritage Centre for comments by the end of 2007. It is important to stress that extension of zone II would not imply the freezing of all developments, but only the establishment of appropriate land-use regulations, compatible with the safeguarding of the heritage character of the concerned areas.

- g) All efforts should be made to ensure changes contained within the re-nomination are given statutory basis in the new Master Plan for 2010–2020.
- h) There should be a temporary suspension of major infrastructural and building activities in the newly defined core and buffer zones (Zones I and II) until the necessary regulatory framework was approved.
- i) The State Party should be encouraged to seek international assistance in preparation of the re-nomination. In this regard, the Hué Monuments Conservation Centre should make a request through the International Assistance Programme under the World Heritage Fund for a training workshop on the development of Conservation Management Plans for staff of the Centre and other agencies engaged in the above activities.
- j) An Environmental Impact Assessment, including consideration of cultural heritage aspects, of the proposed tourist resort project on the Vong Canh hill along the Huong River should be carried out as soon as possible and, in any case, before irreversible decisions were taken that might affect the Outstanding Universal Value of the World Heritage property, and reported to the World Heritage Centre.

The State Party submitted a report by letter dated 30 January 2007, providing updated information on the property as well as its observations on the findings and recommendations of the report of the joint World Heritage Centre/ICOMOS mission. The report indicated that the removal of illegal houses and the inventorying of significant heritage elements were continuing, and that some progress has been made in the revision of boundaries and strengthening of protection. A draft comprehensive Master Plan is expected to be completed by the end of 2007, based on examples provided by the mission members and with continued consultation with the World Heritage Centre and ICOMOS requested by the State Party. A draft plan for Vong Canh Hill as a cultural landscape park to improve the significance of the heritage property will be sent to the World Heritage Centre before the final decision is taken.

With regard to the recommendations made by the mission of October 2006, the People's Committee of the Thua Thien Hué Province, by separate letter of 30 January 2007 to the World Heritage Centre, points out the inseparable connection between people and heritage areas, notes that this complicates the management and conservation of the Hué World Heritage property, and, although appreciating the work of the mission and agreeing with most of its recommendations, makes some observations on key points. Because the removal of illegal buildings requires a careful approach and substantial funds in order to provide an adequate relocation package, it will continue to be done in stages over several years. Development of the Management Plan will also require time, as well as approvals by the Central Government, assistance from the World Heritage Centre and ICOMOS, and consideration of local people.

The State Party will do its best to implement the recommendations on the revision of core and buffer zones to include *feng shui* elements associated with the property, but this will take time because of difficulties related to the presence of people and structures. The State Party notes that some regulations are already in place, irrespective of zone revision. Hué has been declared a "Festival City of Vietnam" and upgrading of its infrastructure are necessary. The State Party, therefore, considers that it would not be possible to temporarily suspend major infrastructural and building activities in the newly defined core and wider buffer zones (Zones I and II), as recommended by the mission. However, the State Party agrees that it will be

necessary to “consider and work out carefully the scale and design of infrastructure and buildings in existing zone II”, and to consult the competent heritage organizations.

On Vong Cahn Hill, the document provided by the Provincial People’s Committee of Hué indicates that the tourist resort was simply a proposal. The area will in fact be transformed into a “cultural park”. It notes that the preparation of an Environmental Impact Assessment is required by Vietnamese Construction Law for any major project.

**Draft Decision:        31 COM 7B.75**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **30 COM 7B.71**, adopted at its 30th session (Vilnius, 2006),*
3. *Notes the progress made by the State Party in relation to the removal of illegal housing and the preparation of inventories of significant cultural heritage elements in the Hué area, and requests it to continue efforts to relocate people to safer areas ;*
4. *Requests the State Party to give urgent consideration to the recommendations of the joint World Heritage Centre/ICOMOS reactive monitoring mission of October 2006 and their phased implementation, including the possible suspension of major infrastructure and building activities in the newly defined core and buffer zones (Zones I and II) until the necessary regulatory framework was approved ;*
5. *Urges in particular the State Party to prepare, in consultation with the World Heritage Centre and ICOMOS, a management plan that includes wider core and buffer zones covering the significant geomantic elements associated with the inscribed monuments, that provides a stronger level of protection for the Outstanding Universal Value of the World Heritage property, and that foresees the eventual re-nomination of the property as a cultural landscape based on a revised statement of its Outstanding Universal Value. This management plan should be submitted to the World Heritage Centre by end 2009, for consideration by the Committee at its 34th session in 2010;*
6. *Also requests the State Party to prepare, in consultation with the World Heritage Centre and ICOMOS, an action plan of necessary works to minimize the negative impact of noise pollution on the Minh Mang and Khai Dinh tombs;*
7. *Encourages the State Party to make a request through the International Assistance Programme under the World Heritage Fund for a training workshop on the development of Conservation Management Plans for staff of the Hué Monuments Conservation Centre;*
8. *Further requests the State Party to submit a progress report to the World Heritage Centre by **1 February 2009** for consideration by the World Heritage Committee at its 33rd session in 2009.*

FOR ADOPTION REQUIRING NO DISCUSSION

**78. World Heritage properties in Beijing (China)**

**A. Imperial Palaces of the Ming and Qing Dynasties in Beijing and Shengyang (China) (C 439bis)**

Year of inscription on the World Heritage List:

1987-2004

Criteria:

(i) (ii) (iii) (iv)

Year(s) of inscription on the List of World Heritage in Danger:

N/A

Previous Committee Decisions:

**29 COM 7B.49; 30 COM 7B.63**

International assistance:

N/A

UNESCO Extra-budgetary Funds:

N/A

Previous monitoring missions:

Joint World Heritage Centre/ICOMOS reactive monitoring missions in October 2005.

**B. Summer Palace, and Imperial Garden in Beijing (China) (C 880)**

Year of inscription on the World Heritage List:

1998

Criteria:

(i) (ii) (iii)

Year(s) of inscription on the List of World Heritage in Danger:

N/A

Previous Committee Decisions:

**28 COM 15B.54; 29 COM 7B.49; 30 COM 7B.63**

International assistance:

N/A

UNESCO Extra-budgetary Funds:

N/A

Previous monitoring missions:

Joint World Heritage Centre/ICOMOS reactive monitoring mission in October 2005.

**C. Temple of Heaven: an Imperial Sacrificial Altar in Beijing (China) (C 881)**

Year of inscription on the World Heritage List:

1998

Criteria:

(i) (ii) (iii)

Year(s) of inscription on the List of World Heritage in Danger:

N/A

Previous Committee Decisions:

**28 COM 15B.54; 29 COM 7B.49; 30 COM 7B.63**

International assistance:

N/A

UNESCO Extra-budgetary Funds:

N/A

Previous monitoring missions:

Joint World Heritage Centre/ICOMOS reactive monitoring mission in October 2005.

Main threats identified in previous reports:

- a) Urban development pressure;
- b) Tourism pressure;
- c) Lack of documentary evidence and clearly formulated principles to guide the conservation works.

Current conservation issues

On 30 January 2007, the World Heritage Centre received the state of conservation reports of the World Cultural Heritage properties of the Imperial Palace in Beijing, the Temple of Heaven, and the Summer Palace from China's State Administration of Cultural Heritage (SACH). The report provides updated information on the significant progress made in the renovation and conservation of the Imperial Palace of the Ming and Qing Dynasties and other cultural heritage properties in Beijing. In particular, the report includes:

- a) Information explaining the philosophical framework being used for conservation decisions for the Imperial Palaces of the Ming and Qing Dynasties in Beijing;
- b) Information clarifying the documentary evidence on which is based the restoration of coloured paintings (polychromy) within the three World Heritage properties;



- c) The status of major restoration/maintenance projects being carried out at the Temple of Heaven (the Hall of Prayer for Good Harvest) and the Summer Palace (Long Corridor);
- d) A report on the protection of colour paintings in the Summer Palace.

Attached to the report, the State Party also submitted a feasibility report on the restoration of the Altar of Harvest Prayers at the Temple of Heaven. The State Party report does not provide information on the development of conservation master plans for the Temple of Heaven and the Summer Palace.

In response to Decision **30 COM 7B.63**, the report by the State Party contains some reference to the general principles applied for the renovation of the cultural heritage properties in Beijing, which is “not to change the original state of cultural heritage”, according to the Law on the Protection of Cultural Heritage in China. The aim of protection and renovation is to “treat disease and extend longevity, to recover the healthy shape and condition of ancient architecture”. The report stresses also the importance of maintaining or recovering the original “materials, techniques... and settings” of the architecture, which are identified through careful documentation, research and study. A publication entitled “*Veritable Records of the Palace Museum’s Renovation*” will be published following the completion of the conservation works to document the entire process.

Regarding the evidence on which the restoration of polychromic painting is carried out, the report by the State Party refers generally to historical records, portions of coloured painting that still exist in the inner eaves... some old pictures, but does not provide specific documentary or bibliographic reference concerning any of these. Information is provided, on the other hand, on the different treatments applied to internal and external surfaces, depending also on age and state of conservation.

Regarding the Committee Decision on the integration of risk-preparedness and tourism management with the Conservation Master Plan for the Imperial Palace, the State Party is reviewing the current Plan with a view to incorporating these two aspects.

At the Temple of Heaven, the scope of the on-going restoration includes the overhaul of the Hall of Prayer for Good Harvest, whose design and planning was based on detailed survey of historic records. Upon experts’ advice (and based on pre-1935 photographs), it was decided that the inappropriate restoration carried out in the 1970s at the courtyard of the Hall of Prayer should be corrected and the colour paintings should be carefully restored to their “original features” of Qing period. Meanwhile, the overhaul project covered other buildings such as the Altar for Harvest Prayers, the Qianian Gate, the Huangqian Hall and the east and west side halls. The total floor area covered is 39,694 square metres and the total construction/restoration area is 3,876 square metres. In the process of restoration, concrete made tiles are being replaced by traditional fired ones. Ruins and cracks in the timber structure are being repaired. To keep a complete record, pictures have been taken for the restoration of colour paintings. Improvements have also been made to the sewage and fire fighting systems, security and monitoring systems.

The report submitted by the Summer Palace Administrative Office provides detailed information on the methodology used for the restoration of polychromic painting at the World Heritage property, carried out between 2005 and 2006. A comprehensive survey of over 70,000 square metres of painting was carried out, including data on the history, type, significance and state of conservation of the colour paintings, as well as information on previous conservation work. Following this survey, a detailed archival research was carried out. The paintings were thus classified according to their period, style, theme and latest conservation intervention. It appeared that all paintings have been renovated or painted anew between the 1950s and the present time. Based on this documentation, restorers developed a new methodology of intervention. Again, the concepts of “no change to the original status” and “maximum preservation and minimum interference” are mentioned as guiding principles, but a case by case approach seems to be applied. In any case, all painted surface is carefully documented before intervention. The report includes a case presentation

of the restoration work undertaken at the Long Corridor of Summer Palace to introduce the protection measures and conservation process.

In response to the Committee Decision (**30 COM 7B. 63**), the State Party is organizing, in co-operation with the World Heritage Centre, ICOMOS and ICCROM, an International Symposium on Concepts and Practices of Conservation and Restoration of Historical Buildings in East Asia which will take place in Beijing, China from 24 to 28 May 2007. The result of this meeting will be presented to the Committee during its 31st session in 2007.

The World Heritage Centre considers that the above-mentioned Symposium will be of great importance to assist the Chinese authorities in adopting the appropriate approaches to the conservation of the World Heritage properties of Beijing, notably when adequate documentary evidence of a presumed earlier state of the monument, which the restoration intervention intends to re-establish, appear to be not available.

**Draft Decision:        31 COM 7B.78**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **30 COM 7B.63**, adopted at its 30th session (Vinius, 2006),*
3. *Notes the State Party's great efforts towards the restoration and enhancement of the World Heritage properties in Beijing, as well as for the immediate action taken regarding the organization of a Regional Symposium on Concepts and Practices of Conservation and Restoration of Historical Buildings in East Asia;*
4. *Expresses the wish that the outcome of the Symposium might contribute to strengthening the theoretical framework on which are based conservation decisions, notably as regards issues of authenticity, at the World Heritage properties;*
5. *Reiterates its request to the State Party to implement the recommendations made by the reactive monitoring mission of October 2005, and in particular to:*
  - a) *Develop appropriate Conservation Master Plans, in close consultation with the World Heritage Centre, ICOMOS and ICCROM, in addition integrating components on risk-preparedness and tourism management, for the World Heritage properties of the Temple of Heaven and the Summer Palace in Beijing;*
  - b) *Carry out a comparative study on the restoration of polychromy and ways to ensure its authenticity within East Asia in collaboration with countries such as Japan, Korea and Vietnam;*
6. *Requests the State Party to submit to the World Heritage Centre, by **1 February 2009**, a detailed report on the state of conservation of the World Heritage properties in Beijing, including information on the progress made in the implementation of the recommendations mentioned in point 5 above, for examination by the Committee at its 33rd session in 2009.*

## 79. Champaner-Pavagadh Archaeological Park (India) (C 1101)

### Year of inscription on the World Heritage List

2004

### Criteria

(iii) (iv) (v) (vi)

### Year(s) of inscription on the List of World Heritage in Danger

N/A

### Previous Committee Decisions

**28 COM 14B.26; 29 COM 7B.51**

### International Assistance

N/A

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

N/A

### Main threats identified in previous reports

Lack of management structure and management plan.

### Current conservation issues

At its 29th session (Durban, 2005), the World Heritage Committee requested the State Party to establish:

- a) a site-management entity with full management authority for decision-making on the property, that would be answerable to the Archaeological Survey of India, and provided with all the necessary financial support and expertise;
- b) a Management Plan developed with the full involvement of the established management authority, and built around the Statement of Outstanding Universal Value, to ensure the integrated conservation of the property.

The State Party submitted a report on 27 January 2007. The report indicates that the State Government of Gujarat had passed the *Champaner-Pavagadh Archaeological Park World Heritage Area Management Authority Act, 2006* (hereafter called "The Act") constituting an Authority to manage the natural and cultural components of the World Heritage site and ensure its conservation in an integrated manner, to preserve its historical and cultural identity, and to prevent uncontrolled development of the site. The Act came into effect on 9 November 2006.

The State Party states that the Chief Secretary of the Government of Gujarat is the *ex-officio* Chairperson of the Authority, and the members include the Director-General of the Archaeological Survey of India (ASI), the President of the Vadodara Heritage Trust, as well as the heads of various government departments and local representatives. A Technical Advisory Committee was set up whose members include the Superintending Archaeologist of

the ASI-Vadodara Circle, the Director of the State Archaeology Department, representatives of the Department of Archaeology, the University of Vadodara, etc.

The Authority monitors and surveys the World Heritage area and shall prepare and implement development and management plans for the property. The Authority will also be responsible for the adequate protection and promotion of the property and for encouraging research aimed at a better understanding of the site's Outstanding Universal Value. The ASI will be involved at every stage of these activities.

The Act also constitutes an Authority Fund to raise resources for the management, conservation, monitoring and development of the site. The Authority may accept contributions from the Central and State Governments, local authorities, international organizations, as well as from individual persons or bodies. In order to secure regular funding, the report states that the State Government of Gujarat will provide an annual grant to the Authority.

The State Party also reports that activities aimed at raising public awareness of the values of the site, notably among local communities, have been organised.

The State Party does not provide any information on the progress made in the development of a Management Plan for the property.

**Draft Decision:        31 COM 7B.79**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **29 COM 7B.51**, adopted at its 29th session (Durban, 2005);*
3. *Notes the efforts of the State Party on its action in setting up the site-management authority proposed at its 29th session (Durban, 2005);*
4. *Regrets that no information was provided on the progress made in the development of a Management Plan for the property;*
5. *Requests the State Party to submit a progress report on the preparation of its Management Plan to the World Heritage Centre by **1 February 2009**, for consideration at its 33rd session in 2009.*

**80. Taj Mahal (C 252), Agra Fort (C 251), and Fatehpur Sikri (C 255) (India)**

Year of inscription on the World Heritage List:

Taj Mahal:	1983
Agra Fort:	1983
Fatehpur Sikri:	1986

Criteria

Taj Mahal:	(i)
Agra Fort:	(iii)

Fatehpur Sikri

(ii) (iii) (iv)

Year(s) of inscription on the List of World Heritage in Danger

N/A

Previous Committee Decisions

**27 COM 7B.105; 28 COM 15B.58; 29 COM 7B.59**

International Assistance

Total amount provided to the property: USD 38,753 (Taj Mahal)

UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 236,735 under the UNESCO/Aventis project "Preservation of Taj Mahal and other Monuments in Agra".

Previous monitoring missions

2004: Joint World Heritage Centre and ICOMOS

Main threats identified in previous reports

In 2003: Development project negatively impacting the World Heritage value of the properties of Taj Mahal and Agra Fort ('Taj Heritage Corridor Project'). The project was suspended by the Indian authorities in 2004.

Current conservation issues

At its 29th session in 2005, the World Heritage Committee encouraged the State Party to continue its efforts towards the establishment of an integrated management plan for the three World Heritage properties of the Agra district, with the full and direct involvement of all stakeholders. The Committee also recommended that, in developing such an integrated management plan, the State Party define the ultimate form and extent of a possible re-nomination of the three sites as a single World Heritage property.

Following the request of the World Heritage Committee to submit a report on the progress made on this plan, the State Party submitted a report on 27 January 2007.

It states that following discussions with experts of heritage management, proposals to invite interested parties to prepare the integrated management plan for the sites of Taj Mahal and Agra Fort are being drafted. The plan will facilitate a participatory planning, conservation, and management process involving regular consultation and inclusion of stakeholders associated with the site. It will also include a Visitor Management Plan. In order to better manage the rapidly growing number of visitors and to enhance the visitor experience, a Visitor Facilitation Centre has been built that will open shortly. Located at the southeast corner of the Taj Mahal, the Centre is equipped with a proper security system and visitor amenities. Furthermore, steps have been taken to create a "green belt" - a protective area - between the Taj Mahal and the Agra Fort.

The World Heritage property of Fatehpur Sikri which is at a distance from the city of Agra is considered a separate entity whose management issues will be addressed separately.

At the same time, following careful considerations, consultations and studies, the State Party considers it inappropriate to re-nominate the three World Heritage properties of the Agra district as a single World Heritage property. This would adversely affect the management and publicity of the sites. In addition, as three separate sites, monitoring methods can be upgraded and urban development pressures controlled with more ease. The World Heritage Centre and ICOMOS accept this view.

Within the framework of the Retrospective Inventory project, aimed at defining the boundaries of World Heritage sites, the World Heritage Centre asked the State Party of India for the following information: confirmation of the boundaries of the sites of Agra Fort and Fatehpur Sikri, and indication of the area in hectares of the three inscribed sites in the Agra district. This information was not yet provided.

**Draft Decision:      31 COM 7B.80**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **29 COM 7B.59**, adopted at its 29th session (Durban, 2005),*
3. *Endorses the State Party's Decision to develop two separate management plans, one for the Taj Mahal and the Agra Fort, and another one for Fatehpur Sikri;*
4. *Notes the progress that has been made by the State Party in the development of an integrated management plan for the Taj Mahal and the Agra Fort and for a Visitors Facilitation Centre;*
5. *Endorses the State Party's position not to re-nominate the three World Heritage properties in the Agra district as a single World Heritage property, and encourages it to continue its effort to ensure both site-specific as well as integrated management of the three properties;*
6. *Requests the State Party to provide the information to the World Heritage Centre concerning the boundaries and area of the three World Heritage properties in the Agra District, as requested by the World Heritage Centre within the framework of the Retrospective Inventory project in 2006;*
7. *Also requests the State Party to submit a progress report to the World Heritage Centre by **1 February 2010** for consideration by the World Heritage Committee at its 34th session in 2010.*

**81. Group of Monuments at Hampi (India) (C 241)**

Year of inscription on the World Heritage List

1986

Criteria

(i) (iii) (iv)

Year(s) of inscription on the List of World Heritage in Danger

1999-2006

Previous Committee Decisions

**28 COM 15A.24; 29 COM 7A.22; 30 COM 7A.24**

### International Assistance

Total amount provided to the property: USD 92,370 for technical co-operation (up to 2006).

### UNESCO Extra-budgetary Funds

Total amount provided to the property: Funding under the France-UNESCO Convention for French expert missions (2003, 2005 and 2006) for an amount of 14,000 Euros.

### Previous monitoring missions

First World Heritage Centre/ICOMOS- reactive monitoring mission in 2000; expert technical assessment mission in 2001; World Heritage Centre and experts advisory missions in 2003 and 2004; World Heritage Centre/ICOMOS advisory mission in August 2005. Joint World Heritage Centre/ICOMOS reactive monitoring mission in January 2007.

### Main threats identified in previous reports

General threats:

- a) Infrastructure construction in the vicinity of inscribed monuments;
- b) Lack of management mechanism;
- c) Lack of building and land-use regulations;
- d) Tourism development pressures.

Specific threat:

- e) Building of inappropriately situated bridges.

### Current conservation issues

The State Party submitted a report to the World Heritage Centre on 27 January 2007 on the progress made on the implementation of the decision on Hampi taken by the World Heritage Committee at its 30th session (Vilnius, 2006).

- a) *Finalisation, official adoption and implementation of the Integrated Management Plan (IMP):*

The report states that the IMP is in the final stages of completion. In order to ensure adequate implementation, it is being harmonised with the Master Plan that the Directorate of Town Planning, Government of Karnataka is now finalising. A sub-committee has been formed to address the immediate needs of the local population while the Master Plan is finalised.

- b) *Provision of adequate staffing and funding to the Hampi World Heritage Area Management Authority:*

The State Party report also notes that while the technical staff of the Hampi World Heritage Area Management Authority (HWHAMA) presently only consists of a Conservation Architect, an Archaeologist and a Surveyor, the Government of Karnataka is seeking funds to provide additional staff, for activities identified on an annual basis.

- c) *Rehabilitation of the abandoned commercial complex-and-interpretation centre construction site and restoration of its former land-use:*

The State Party report notes that the adjacent gravel terrain will be temporarily used to park heavy vehicles until a comprehensive eco-friendly plan for visitor circulation is completed and an alternate parking area behind the Public Works Department guest house and interpretation centre at Mayur Bhuvaneshwari complex is created. It also proposes that the remaining building platform be used for cultural events.

- d) *Establishment and official adoption of urban building regulations, as well as a heritage-based Master Plan and e) exertion of strict control over illegal construction in the core zone:*

A Task Force has been formed to monitor unauthorised construction. The Task Force aims to ensure that violators are immediately fined and further illegal activity is stopped. Furthermore, a photographic database for Hampi Village has been completed and an accurate land survey on Virupapuragudda Island has been carried out by the revenue department, so as to limit encroachment. The partial demolition of the illegal commercial establishments in Hampi has been undertaken and a plan launched to step up security at the site. The final Master Plan will be finalized upon completion of necessary key base studies.

- f) *Official adoption of traffic regulations to ban heavy duty vehicular traffic from the World Heritage area and to submit these regulations to the World Heritage Centre:*

The State Party report also states that the public has been notified of draft traffic regulations to limit heavy duty vehicular movement and that comments from the public are now awaited.

- g) *Reconsideration and adaptation of the design and dimensions of the Anegundi Bridge:*

The Government of Karnataka has formulated a proposal based on the guidelines laid down by HWHAMA, aimed at respecting the visual integrity of the property, which include reducing the width of the carriage way of the bridge, ensuring that materials blend in with the environs, and maintaining the existing permanent barricade.

- h) *Addressing the statement of significance as an amendment to the finalised IMP by 1 February 2008:*

The State Party notes that amendments to the statement of significance are being considered, and that to support this work, the cultural resources under the protection of the Department of Archaeology, Government of Karnataka, located within the Hampi World Heritage area, have been mapped and archival material related to the site is being compiled.

The State Party report also includes relevant information on complementary conservation, planning and management activities at the site, e.g. material conservation works, development of activities and materials for tourists, GIS mapping, architectural mapping of Virupaksha Bazaar, preparation of conservation reports for 56 monuments, strengthening of stakeholder consultation process, and improvements in site management and interpretation.

As requested by the World Heritage Committee, a joint World Heritage Centre/ICOMOS reactive monitoring mission took place in January 2007.

The mission report examines the requests made by the World Heritage Committee at its 30th session (Vilnius, 2006) and information provided from the State Party. The conclusion stresses the positive progress made by the State Party in addressing the threats to the site, and it points out that the process for adequate management of this complex site is well underway and that a dynamic process has started. Substantial progress has been achieved in some respects, while in others, substantial progress can be expected to materialise in the next few months. In view of the great importance of Hampi as a model case for a complex heritage site and its management, it may also be counterproductive to rush certain activities at this stage. Instead, high priority should be given to implementing the most important components of the management system that has been defined in great detail in the IMP.

The most important of the mission's recommendations are:

- (i) Acceleration of finalisation of the Integrated Management Plan and harmonisation of the Integrated Management Plan and the Master Plan;
- (ii) Strengthen support and authority of the HWHAMA to ensure effective management of the site and enforcement of control of illegal construction;



- (iii) Removal of all built elements remaining from the abandoned commercial/ interpretation centre, restoring its former land use, while permitting temporary parking until completion of the proposed visitors centre at Kamlapuram;
- (iv) Acceleration of establishment and official adoption of urban building regulations and land use regulations, including completion of missing components within the Master Plan, with a general vision for the site, a tourism strategy, a transport and infrastructure strategy, a socio-economic survey of the core villages, and an environmental study;
- (v) Acceleration of development of a fully coherent traffic management scheme linked to provisions of the IMP implementation and created on the basis of appropriately documented quantitative data, as part of a tourism and transport study;
- (vi) Acceleration of development and adoption of an effective tourism strategy;
- (vii) Preparation of a long-term solution for the Anegundi Bridge;
- (viii) Formulate a statement of significance as an amendment to the finalised IMP;
- (ix) Proposal for a boundary revision of the World Heritage property on the basis of the finalised IMP and Master Plan, for submission to the World Heritage Committee.

ICOMOS and the World Heritage Centre invite the State Party to implement these recommendations of the joint World Heritage Centre/ICOMOS reactive monitoring mission.

Within the framework of the Retrospective Inventory project aimed at defining the boundaries of World Heritage sites, the World Heritage Centre has asked the State Party of India for the following information: confirmation of the limits of the site of Hampi, provision of a revised topographic or cadastral map indicating the complete boundary of the site and its buffer zone, and the area in hectares of the site and its buffer zone. This information has not yet been provided.

**Draft Decision:      31 COM 7B.81**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **30 COM 7A.24**, adopted at its 30th session (Vilnius, 2006),*
3. *Notes with satisfaction the substantial progress made by the State Party in strengthening management of the Hampi World Heritage property and in co-ordinating its innovative Integrated Management Plan with the Master Plan being developed for the property;*
4. *Requests the State Party to implement the full set of recommendations of the January 2007 Joint World Heritage Centre/ICOMOS reactive monitoring mission report, especially as these pertain to the finalisation and implementation of the Integrated Management Plan, and the role, authority and necessary reinforcement of staffing and funding of the Hampi World Heritage Area Management Authority;*
5. *Also requests the State Party, as stipulated by the World Heritage Committee at its 30th session (Vilnius, 2006), to appropriately address the Statement of Significance as an amendment to the finalised IMP and to report on its progress to the Committee by **1 February 2008**;*

6. Further requests the State Party to provide information to the World Heritage Centre on the limits and area of the World Heritage site of Hampi, as requested by the World Heritage Centre within the framework of the Retrospective Inventory project in 2006;
7. Finally requests the State Party to provide a report to the World Heritage Centre by **1 February 2008** concerning its progress in meeting the above-listed requests for examination by the Committee at its 32nd session in 2008.

## EUROPE AND NORTH AMERICA

### FOR CONSIDERATION FOR IN-DANGER LISTING

#### **88. Kizhi Pogost (Russian Federation) (C 544)**

##### Year of inscription on the World Heritage List

1990

##### Criteria

(i) (iv) (v)

##### Year(s) of inscription on the List of World Heritage in Danger

N/A

##### Previous Committee Decisions

**28 COM 15B.95; 29 COM 7B.83; 30 COM 7B.72**

##### International Assistance

Total amount provided to the property: USD 29,540 for Emergency Assistance (2003).

##### UNESCO Extra-budgetary Funds

N/A

##### Previous monitoring missions :

ICOMOS (1992, 1993, 1994); UNESCO/ICOMOS/ICCROM mission and on-site workshop (August 2002).

##### Main threats identified in previous reports

- α) Structural integrity of the Church of the Transfiguration;
- β) Absence of an integrated management plan that addresses overall management of the World Heritage property;
- χ) Tourism development pressures affecting the property.

##### Current conservation issues

The World Heritage Committee at its 30th session (Vilnius, 2006) noted with great concern that the reports provided by the State Party had not responded to the requests made by the Committee at its 28th and 29th sessions. The state of conservation report provided by the World Heritage Centre and ICOMOS recommended the Committee to inscribe the property on the List of World Heritage in Danger, and also informed the Committee that the State Party was against this recommendation. Nevertheless, the Committee followed the request of the State Party and requested a joint World Heritage Centre/ICOMOS mission to assess the state of conservation and the factors affecting the outstanding universal value of the property.

As requested by the Committee, the State Party submitted to the World Heritage Centre on 30 January 2007 two very informative and comprehensive reports whose details well respond to many of the requests made by the Committee over the last several years, including the management issues and the updated information on the restoration concept for the Church of the Transfiguration.

The joint World Heritage Centre/ICOMOS mission to Kizhi Pogost was invited by the National Commission of the Russian Federation for UNESCO in compliance with decision **30 COM 7B.72**. The mission concluded its technical review of the situation based on on-site visits, extensive documentation and working meetings with relevant stakeholders.

The mission noted that significant progress had been achieved in implementing some of the decisions by the Committee, in particular the status of the preparation of the overall restoration concept for the Church of Transfiguration, which should address any impact of proposed interventions on the authenticity and integrity of the property as well as the implementation of risk preparedness measures.

In order to preserve the outstanding universal value of this property it is essential that the restoration works start immediately or at the latest by September 2007. Clearly delegated authorities and a multi-year detailed financial plan, which were identified as obstacles to the beginning of the restoration works, need to be established.

The mission also noted significant progress in the management of the Kizhi Museum Reserve. However, a number of measures based on the recommendations made by the 2002 Workshop still needs to be fully implemented. A comprehensive management plan for the World Heritage property, which should addresses tourism development, as well as clear boundary and buffer zone definition, has not yet been developed and implemented. The steps to be taken to define the core and buffer zones of the World Heritage property of the Kizhi Pogost are not clearly understood by the national and local authorities. All existing documentation concerning the site management has been established and approved for the Kizhi Museum Reserve only without reference to the outstanding universal value of the World Heritage property of Kizhi Pogost. In order to prepare the Management Plan for Kizhi Pogost, the local authorities should consider requesting international assistance and bilateral cooperation through the UNESCO World Heritage Centre.

The mission report is available at <http://whc.unesco.org/archive/2007>.

The key recommendations of the mission are as follows:

*a) Structural integrity of the Church of the Transfiguration:*

The most critical issue at Kizhi Pogost World Heritage property is the seriously threatened state of conservation of the Church of the Transfiguration. The mission considered paragraphs 177-191 of the *Operational Guidelines* and concluded that if the current loss of fabric and design features is not halted immediately, the outstanding universal value of the property will be in danger. However, due to the significant preparatory effort and progress which has been made in recent years, this mission considers that World Heritage in Danger status for Kizhi Pogost World Heritage property due to the condition of the Church of the Transfiguration would be not appropriate at this time. The mission recommended the Kizhi Pogost not to be placed on the World Heritage List in Danger at this stage. The project technical preparatory work is well advanced and of high quality. In order for this effort to be recognized and the outstanding universal value of the Church be protected, it is essential that the implementation of the restoration works begin immediately, and authority delegated and funding be made available by September 2007.

The State Party should be requested to start with the repair and restoration works of the Church of Transfiguration and to submit to the World Heritage Centre by September 2007 all relevant documentation illustrating the availability of the necessary funding over the duration of the project and management tools to insure the full implementation of the restoration works.

*b) Restoration project of the Church of the Transfiguration:*

The State Party should be urged to use supplementary structural support only if absolutely necessary, and to reinforce structural elements as needed rather than install general strengthening. This recommendation is consistent with previous missions and recommendations made by ICOMOS/Russian experts over the past 15 years. There is a need for an on-site decision-making process to allow the project to respond to detailed site conditions. Direct contact should be established between the Kizhi Museum project team and ICOMOS experts on an ongoing basis. This was recommended at the 2002 workshop but was not followed-up on. The mission considered that three further follow-up monitoring missions may be required over the restoration work period. Despite its technical excellence, the project is strongly oriented to a series of technical solutions but without any demonstrated link to the World Heritage status and the outstanding universal value of this property. In addition, the mission noted that the intended “patch and glue” approach for log repair does not meet international standards, and that this approach will have a much reduced durability due to anticipated early joint failure. The State Party should be advised that glued wood patches should only be used in places where future repair can be made without dismantling, and that whole log replacement should be used instead of extensive patches to be consistent with repair traditions for log buildings, to extend durability and ensure long term structural performance. The State Party should be urged to avoid the use of wood preservatives due to their environmental impact and limited effectiveness.

*c) Integrated management plan and boundary issues:*

The mission noted that references of the World Heritage status, as well as the outstanding universal values of this property are missing from all documentation, in particular, concerning the management of the Kizhi Museum Reserve. The recently elaborated Master Plan for the Kizhi Museum Reserve including protected areas and buffer zone of this Reserve does not indicate the boundaries of the World Heritage property and its buffer zone. The mission noted the growing use of the site for religious purposes: The Church of the Intercession is again an active church and religious services were revived in 1994. The Patriarch of Moscow and All Russia His Holiness Alexis II visited Kizhi Island in 2000, and since 2003, Kizhi parish has been under the direct control of the Patriarch.

The mission also noted that probably the different interpretation by the national authorities of the decisions of the World Heritage Committee (which requested to provide not only management of conservation works of the Church of the Transfiguration but a detailed overall management plan for this World Heritage property) led to an important misunderstanding between stakeholders. ICOMOS and the World Heritage Centre believe it is important that, before the work further progresses further that the State Party should provide a Statement of Outstanding Universal Value, and commit itself to use this Statement as a basis for developing an Integrated Management Plan for the site. The State Party should also be requested to revise and approve all documents concerning protected areas of the Kizhi Museum Reserve including the boundaries of the World Heritage property of Kizhi Pogost and its buffer zone by 1 February 2008. The State Party should be requested to prepare and implement an integrated management plan to co-ordinate the activities of the many different stakeholders and agencies involved with overall management of the World Heritage property. This plan should include, in particular, following issues:

- (i) recognition of World Heritage outstanding universal value as the core focus of all decision making for the site;
- (ii) emergence of new partners such as the Patriarchate whose full integration in decision making is critical; no official existing documents mention its involvement in management process;
- (iii) reference to the philosophical and not only technical (for example in relation to physical monitoring and fire protection) context in which decision making is made;

- (iv) the need to manage dramatically increasing tourism to the site in the context of maintaining its outstanding universal value;
  - (v) overall enabling strategy related to risk preparedness and security;
  - (vi) environmental issues, taking into account the World Heritage Committee recommendation (14th session in 1990) to maintain the present balance between the natural and built environment.
- d) *Risk preparedness (fire prevention, detection, alarm and suppression; intrusion; lightning; visitor safety):*

The mission did not receive a risk plan for review, however, the site manager has taken a comprehensive approach to management of risks. In general, the risk awareness is very strong and the response to it has been very good on most points. New sophisticated equipment has been installed for interior and exterior fire and intrusion detection and for exterior fire extinguishing. The States Party should be requested to take into account the recommendations of the joint World Heritage Centre/ICOMOS mission concerning some additional issues on risk preparedness.

e) *Capacity building:*

The mission observed the urgent need to prepare a capacity building strategy with regular training courses involving those responsible for restoration and management activities in the Kizhi Museum Reserve.

**Draft Decision:      31 COM 7B.88**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add,
2. Recalling Decision **30 COM 7B.72**, adopted at its 30th session (Vilnius, 2006),
3. Notes the two reports submitted by the State Party responding well to many of the requests made by the Committee over the last several years, as well as the results of the joint World Heritage Centre/ICOMOS mission to the Kizhi Pogost from 8 to 17 April 2007;
4. Notes the significant progress made in the management of the Kizhi Museum Reserve and the preparation of the restoration works of the Church of Transfiguration and encourages the State Party to continue its efforts;
5. Strongly requests the State Party to start immediately with the repair and restoration works of the Church of Transfiguration and to submit to the World Heritage Centre by September 2007:
  - a) *The multi-year (2007 to 2014) financial plan;*
  - b) *The confirmation of fund systematically available for restoration works for the duration of the project;*
  - c) *The confirmation of necessary administrative arrangements concerning the delegation of authorities for the restoration works;*
  - d) *Information on the results of tender;*

- e) *Information on finalization of working project documents including completed and approved conservation/restoration project schedule and selected working drawings;*
  - f) *The date of the beginning of the restoration works.*
6. *Requests the State Party to take into account all recommendations of the joint World Heritage Centre/ICOMOS mission;*
  7. *Also requests the State Party to provide a statement of outstanding universal value, and commit itself to use this statement as a basis for developing an Integrated Management Plan for the property to incorporate in the framework of World Heritage property status, the outstanding universal value and its protection in the decision making framework for the restoration project;*
  8. *Urges the State Party to revise and approve documents concerning protected areas of the Kizhi Museum Reserve including the boundaries of the World Heritage property of the Kizhi Pogost and its buffer zone;*
  9. *Also urges the State Party to prepare and implement an integrated management plan, including a tourism strategy, risk preparedness measures and clear boundary and buffer zone definitions, and to co-ordinate the activities of the many different stakeholders and agencies involved with the overall management of the World Heritage property;*
  10. *Recommends the World Heritage Centre, in coordination with ICOMOS and ICCROM, as well as the UNESCO Moscow Office, to establish a direct permanent contact with the Direction of the Kizhi Museum Reserve in order to develop capacity building programmes for local experts involving restoration and management activities in the Kizhi Museum Reserve; and continue a dialogue on the monitoring of the on-going development and progress of the project in order to ensure a smooth decision making and implementation process;*
  11. *Further requests the State Party to provide the World Heritage Centre with a progress report by **1 February 2008**, on all issues mentioned above including the draft of the integrated management plan for Kizhi Pogost and maps indicating the boundaries of the World Heritage property and its buffer zone for examination by the Committee at its 32nd session in 2008.*

#### FOR ADOPTION REQUIRING DISCUSSION

#### **92. Butrint (Albania) (C 570 bis)**

##### Year of inscription on the World Heritage List

1992, 1999

##### Criteria

(iii)

Year(s) of inscription on the List of World Heritage in Danger

1997-2005

Previous Committee Decisions

**28 COM 15A.28; 29 COM 7A.27; 29 COM 8C.3; 30 COM 7B.75**

International Assistance

Total amount provided to the property: USD 47,000 for implementation of the immediate actions proposed in the report of the October 1997 mission.

UNESCO Extra-budgetary Funds

N/A

Previous monitoring missions

1997 UNESCO-WHC/ICOMOS/Butrint Foundation mission; 2001 UNESCO-WHC/ICOMOS mission; 2003 UNESCO-WHC/ICOMOS mission; 2005 UNESCO-WHC/ICOMOS/ICCROM mission.

Main threats identified in previous reports

- a) Looting of the Museum of Butrint in 1997
- b) lack of adequate protection management, and conservation of the site
- c) Lack of management mechanisms and tourism pressure
- d) Poor state of conservation of the property
- e) Insufficient implementation of the recommendations of the joint missions;

Current conservation issues

On 31 January 2007 the World Heritage Centre received from the State Party a detailed implementation report on the state of conservation of the World Heritage property and a copy of the updated management plan 2007-2012. The State Party also provided the World Heritage Centre with a map of the new proposed boundaries of the site, the relevant governmental decree on the new boundaries and the management zone description.

The joint UNESCO-WHC/ICOMOS/ICCROM mission requested by the Committee was sent to Albania from 17 to 21 April 2007. The detailed mission report is available at the following Web address: <http://whc.unesco.org/archive/2007>.

The mission considered that there is considerable improvement in the management of the property. However the participatory approach recommended for the updating of the management plan has not been taken into account. While emphasising the need to update the Management plan, the mission made a series of specific recommendations with a view to ensuring an effective protection of the site and the sustainability of its development. These specific recommendations included:

- a) continue to work on the restitution of looted objects in cooperation with the 1970 Convention and ICOM;
- b) complete the studies on flooding and implement recommendations;
- c) continue to improve infrastructure and visitor parking;
- d) enhance capacity building for rangers;
- e) control development around the property;



- f) improve interpretation panels and
- g) enhance international cooperation.

**Draft Decision:      31 COM 7B.92**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add,
2. Recalling Decisions **29 COM 7A.27** and **30 COM 7B.75**, adopted respectively at its 29th (Durban, 2005) and 30th (Vilnius, 2006) sessions,
3. Notes the up-dated report and the document "Management Plan 2007-2012" provided by the State Party and the results of the joint UNESCO-WHC/ICOMOS/ICCROM reactive monitoring mission of April 2007 and requests the Management Plan be completed to include proper plans for implementation;
4. Acknowledges the considerable efforts by the State Party to contribute to the improvements of the state of conservation of the property and its legal protection;
5. Endorses the recommendations made by the UNESCO-WHC/ICOMOS/ICCROM mission of April 2007 and calls upon the State Party to give appropriate attention to their timely implementation;
6. Requests the State Party:
  - a) to ensure that a draft of the completed management and conservation plan of the area is submitted to the World Heritage Centre for review together with an interim report not later than by the end of 2008,
  - b) to take all necessary measures to prevent any illegal developments or inappropriate construction and uncontrolled growth within the proposed new boundaries, its buffer zone and the vicinity by closely collaborating with other relevant planning and development agencies.
7. Also requests the State Party to provide the World Heritage Centre with a detailed implementation report on the issues addressed by the April 2007 joint mission, by **1 February 2009** for examination by its 33rd session in 2009.

**94. Historic Centre of Prague (Czech Republic) (C 616)**

Year of inscription on the World Heritage List

1992

Criteria

(ii) (iv) (vi)

Year(s) of inscription on the List of World Heritage in Danger

N/A

### Previous Committee Decisions

N/A

### International Assistance

Total amount provided to the property: Emergency Assistance (USD 50,000) in 2003 for the restoration of the Historic Centre of Prague and Historic Centre of Cesky Krumlov which were severely damaged by the floods of August 2002.

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

N/A

### Main threats identified in previous reports

N/A

### Current conservation issues

Following the numerous letters received from local NGOs since June 2005 concerning projects potentially impacting the visual integrity of the property, the World Heritage Centre received the State Party's state conservation report in September 2005, as well as information regarding a project for new buildings in the Pankrac Plain in June 2006. The main information received is as follows:

- a) The southern horizon (Pankrac Plain) of the Prague panorama remains essentially unchanged since the inscription of the property on the World Heritage List in 1992. The skyline already featured tower blocks (the Motokov-Empiria building of 104 meters high built in 1977, the Corinthia Towers of 83 meters high built in 1988, Radio building of 108 meters built in the late 1980s). The National Institute for the Protection and Conservation of Cultural Heritage succeeded in halting or reducing some high-rise building projects (e.g. Richard Mayer Studio's 160m building project). The Municipal Assembly of Prague approved the draft regulation plan for the core area of the Pankrac Plain (referred to as Pentagon area) according to which the height level must not exceed 104 metres. So far, only a construction project for two high-rise buildings was approved in 2005. The proposed design of two towers interconnected to form a symbolic "V" represents an architectural expression that differs from the existing buildings.
- b) The development of the Masaryk Railway Station registered in the Central List of Immovable Cultural Monuments is linked to the reconstruction of the Prague railway junction.
- c) All works concerning the construction of underground parking lots are carried out under the supervision of the department of the National Heritage Institute and are preceded by a large-scale archaeological survey.
- d) The Commission of the City of Prague Council for Monuments was established under the Prague City Hall's Department of Heritage Care, whose task is to evaluate and monitor the projects within the boundaries of the property.
- e) The Prague City Hall also established an independent Consultative Board of experts to enhance transparency of the evaluation and approval of the construction projects. Numerous activities, such as the distribution of financial grants for reconstruction projects, digital registration and inventory of protected heritage, information and opinion surveys of the local community, were implemented.

The State Party underlined that construction projects for any new buildings in the sensitive area of the Pankrac Plain and other visually related places will always take into account the importance of preserving the value of this property. The authorities noted that on the opposite side of the Vltava River the visual integrity is maintained. Following the information received from the Czech National Committee of ICOMOS concerning the development of the Pankrac Plain, in December 2006, the World Heritage Centre requested the State Party to submit an updated report on the state of conservation of this property. Moreover, in a letter dated 23 January 2007, the World Heritage Centre was informed that the City of Prague has asked for a mission to be sent to the site.

On 10 May 2007, the State Party submitted to the World Heritage Centre a report on the state of conservation of the Historic Centre of Prague describing the development of the urban project in the Pankrac Plain, as well as a report on the construction project of two towers. This report specifies that the construction project of the two towers complies with the land-use plan already enforced at the time of the inscription of the site on the World Heritage List. It also confirms that the two towers are located in the buffer zone of the property.

In April 2007, a conference was organized by the City of Prague, with the participation of representatives of ICOMOS. Subsequently, the Chair of ICOMOS sent on 3 May 2007 a letter to the Mayor of Prague recommending stopping all construction projects in the Pankrac Plain. ICOMOS was also informed that another construction project of high-rise buildings in the district of Holesovice, which is located in the buffer zone, was under consideration.

The World Heritage Centre and ICOMOS expressed their serious concern regarding the two proposed high-rise buildings planned to be added to the skyline of existing buildings constructed before the inscription of the Historic City of Prague on the World Heritage List. The World Heritage Centre and ICOMOS noted that these projects were approved by the National Institute for the Protection and Conservation of Cultural Heritage without any involvement from the international and local community. A *visual impact study of the Historic Centre of Prague* needs to be developed as a matter of urgency.

**Draft Decision:      31 COM 7B.94**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Expresses its serious concern about the proposed high-rise building projects within the buffer zone which potentially could impact on the visual integrity of the Historic Centre of Prague;*
3. *Requests the State Party to reconsider current building projects as to their visual impacts on the World Heritage property and also requests that any new constructions should respect the visual integrity of the property;*
4. *Recommends the State Party to conduct comparative studies in terms of sustainable management of historic towns in cooperation with the relevant Scientific Committees of the Advisory Bodies, and to take into account the Vienna Memorandum on "World Heritage and Contemporary Architecture, Managing the Historic Urban Landscape" (2005) for any further decisions and planning process regarding the urban development in Prague;*
5. *Further requests the State Party to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to assess the state of conservation of the property;*

6. Also requests the State Party to provide the World Heritage Centre with a detailed report by **1 February 2008**, on the state of conservation of the property, including the visual impact study and describing any steps undertaken in view of high-rise development as well as the implementation of the Vienna Memorandum, for examination by the Committee at its 32nd session in 2008.

## **95. Historic Centre (Old Town) of Tallinn (Estonia) (C 822)**

### Year of inscription on the World Heritage List

1997

### Criteria

(ii) (iv)

### Year(s) of inscription on the List of World Heritage in Danger

N/A

### Previous Committee Decisions

**30 COM 7B.84**

### International Assistance

Total amount provided to the property: USD 14,600 for training (1998)

### UNESCO Extra-budgetary Funds

Total amount provided to the property: Italian Funds-In-Trust USD 4,279 for an expert mission in December 2005

### Previous monitoring missions

A UNESCO expert mission to Tallinn was carried out in December 2005

### Main threats identified in previous reports

- a) Lack of an integrated management plan
- b) Extension to Viru Hotel
- c) Development of the Skoone Bastion
- d) Construction of new buildings adjacent to the Town Wall between Suurtüki and Rannamäe Streets
- e) Impact of the transportation of hazardous materials to the Old Town

### Current conservation issues:

The State Party provided a detailed response to the World Heritage Centre, based on a report prepared by the Tallinn Cultural Heritage Department and comments received from the Estonian National Commission for UNESCO dated 16 February 2007, which tries to address comprehensively all issues raised by the Committee during its 30th session (Vilnius, 2006).

The Tallinn City Government, in relation to the proposed 17-storey extension to the Viru Hotel, and in order to remove this extension from the detailed plan of Viru Square, has commissioned expert assessments in heritage conservation, city planning, legal requirements, and environmental impacts. The first three of these have been completed, and the fourth (environmental impacts) is scheduled for completion on 8 June 2007. The expert assessments at this stage share concern for the impact of the volume of the already constructed building which houses a shopping centre, underground bus station and is connected by bridges to Viru hotel and Tallinn Department Store, because it has reduced open public space in the city centre and has blocked view corridors to World Heritage site of the Old Town. The new extension proposed is seen as making the situation worse, and possibly harming the nearby "nature protected park area". After receiving all expert assessments, the Tallinn City Government is expected to take a final position on the issue of the possible extension to Viru hotel and to prepare a draft Decision for the Tallinn City Council.

The State Party notes in relation to the Skoone Bastion, and its future utilisation, that the Tallinn City Enterprise Department has organized a design contest to find a suitable public function for this site. A detailed plan for the area is now being prepared and will be finalised soon. As well, the bastion has become a municipal property and some landscaping arrangements of the area have subsequently been carried out.

The State Party report provides updates on the situation concerning the planned construction of a series of individual houses in the vicinity of the town wall between Suurtüki and Rannamäe Street. The Tallinn City Government refused to issue a building permit to the construction company Restor to erect new houses there, but in 2006 the State Court found that the city authorities' refusal to issue a building permit was null and void, because the developer's project had received all endorsements required by law. As a result of negotiations between Tallinn City Government and Restor, one of the three planned buildings will be built, but no construction will happen next to the oldest and most valuable section of the Town Wall – that is between the towers of Grusbeke and Rentern. However, one building has already been built and a similar one will be added. In addition, members of the Estonian National Commission for UNESCO have identified another similar threat - a building project at the South-Eastern side of the Town Wall, at Pärnu mnt 4/Müürivahe 30. It is noted that this project (a 6-storey new building), if realised, would impact on the adjacent Henke tower of the Town Wall and block view corridors to the churches of the Old Town.

The State Party also reports on approaches taken to address the problem of transportation of hazardous materials. The State Party notes that this is a large problem involving different jurisdictions. It further indicates the need for amended legislation, and that this could take 10-15 years to be fully resolved. The State Party reports on its commitment to solve these problems, and on actions already initiated in co-operation with the Ministry of Economics and Communication to "rectify the mistakes of the past" including notification to the transportation companies on Paljassaare peninsula to terminate their activities, efforts to move the freight stations of Kopli and Ülemiste, new regulations to forbid transport of dangerous goods during rush hours, efforts to move all petrol storage tanks below ground, the development of a comprehensive plan for North Tallinn which addresses these issues, and the launching of several studies and agreements with the private sector in order to spare Tallinn from the transportation of dangerous goods in future.

Concerning the preparation of a development plan for Tallinn Old Town, the State Party reported that on 25 January 2007, the Tallinn City Council adopted a study entitled "Initiating the elaboration of Tallinn Old Town development plan and defining its primary objective". The development plan, to be prepared by 30 November 2007 and implemented between January 2008 and December 2013, is meant to find appropriate financing mechanisms and spatial and functional solutions, in harmony with the historic fabric of Tallinn Old Town. It will also define a vision for its safeguarding and sustainable development as an authentic and holistic city space. The State Party notes that the process so far has not been perceived by the

public as providing opportunity for adequate involvement of the general public and interested NGOs.

The State Party also reports on the development of a Thematic Plan for the "Location of high-rise buildings in Tallinn", aimed to define the general principles for erecting high-rise buildings on the territory of Tallinn as well as to designate areas in Tallinn where the construction of high-rise buildings will be allowed. This plan is currently being reviewed by various city departments including the Tallinn Cultural Heritage Department. The Estonian National Commission for UNESCO has remarked that the thematic plan is mainly focused on "constructing buildings that take into account the interests of private investors rather than safeguarding the unique view corridors to the Old Town and the changing demands of society (less high-rise buildings, more buildings of human dimension)". The State Party report, citing Paragraph 172 of the *Operational Guidelines*, which invites States Parties to inform the Committee of their intention to undertake or to authorise in an area protected under the *Convention* major restorations or new constructions which may affect the outstanding universal value of the property, requested the expert opinion of the World Heritage Centre on the Thematic Plan", noting that it would appreciate receiving feedback by 31 March 2007. Consequently, the World Heritage Centre sent a letter dated 16 March 2007 to the State Party responding positively to this request and asking for copies of the Thematic Plan for examination and to provide feedback. By the time of preparation of this report, the plan has not been received by the World Heritage Centre and ICOMOS and hence no analysis can yet be provided to the Committee.

The State Party is to be commended for the complete overview of issues presented, and for the openness reflected in efforts to include the expression of both the official views of government agencies and those who might have contrary views. However, a great number of issues still need to be reviewed, including professional assessments of the extension to the Viru Hotel (environment impact report expected June 8, 2007), the response to the initiation of a development plan for the Old Town, and the review of the thematic plan for high rise development.

The World Heritage Centre and ICOMOS are pleased with the State Party's efforts to address the extension of the Viru Hotel, with the revitalisation of the Skoone Bastion, to reduce risks associated with the inner city transport of hazardous materials, to prepare a five year development plan (2008-2013) and to offer for review, a thematic plan proposal intended to govern the location of high rise structures, and looks forward to future progress reports.

However, both World Heritage Centre and ICOMOS are very concerned with the outcome of efforts to address construction of houses on the section of the town wall between Suurtüki and Rannamäe Street and highlight that the State Court decision to support the developer has not properly taken into account the World Heritage inscription of the Old Town of Tallinn, which obliges the State Party to protect the outstanding universal value of the inscribed property. Either the Court has ignored these obligations or the City of Tallinn has failed to integrate them in its own planning mechanisms. If indeed the developer Restor has satisfied "all endorsements required by law", the City of Tallinn and the State Party have failed to ensure a fully secure planning framework for review of development proposals reflecting World Heritage commitments.

The World Heritage Centre and ICOMOS note that the Court's decision should be challenged as it is not in line with the obligations under the 1972 World Heritage Convention. Furthermore, the City of Tallinn should ensure that municipal planning mechanisms provide the opportunity to reject planning proposals which threaten the outstanding universal value of the World Heritage property. Concerning the comprehensive management plan for the property and its buffer zone to provide a long-term framework for decision making, it is noted that this Committee request has not yet been addressed by the State Party.

**Draft Decision:      31 COM 7B.95**

*The World Heritage Committee,*

- Having examined Document WHC-07/31.COM/7B.Add,
  1. Recalling Decision **30 COM 7B.84**, adopted at its 30th session (Vilnius, 2006),
  2. Commends the State Party on its efforts to provide a comprehensive overview of all issues raised by the Committee during its 30th session (Vilnius, 2006);
  3. Strongly encourages the State Party to prepare the comprehensive management plan for the property and its buffer zone requested by Decision **30 COM 7B.84** Paragraph 4;
  4. Urgently requests the State Party to challenge the State Court's decision to permit construction of new buildings on the section of the town wall between Suurtüki and Rannamäe Streets, on the basis of the obligations incurred through ratification of the World Heritage Convention;
  5. Urges the City of Tallinn to halt any new construction projects and to modify its municipal planning mechanisms to ensure that planning proposals which may threaten the Outstanding Universal Value of the World Heritage property be rejected and submit the Thematic Plan for the "location of high-rise buildings in Tallinn" for examination and feedback by ICOMOS and the World Heritage Centre;
  6. Also requests the State Party provide a progress report to the World Heritage Centre on **1 February 2008** providing a response to the above requests for examination by the Committee at its 32nd session in 2008.

**96. City-Museum Reserve of Mtskheta (Georgia) (C 708)**

Year of inscription on the World Heritage List:

1994

Criteria

(iii) (iv)

Year(s) of inscription on the List of World Heritage in Danger

N/A

Previous Committee Decisions

**28 COM 15B.69; 29 COM 8B.1; 29 COM 7B.64**

International Assistance

Total amount provided to the property: USD 19,000 for the preparation of the heritage and tourism master plan for Mtskheta.

UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

Joint UNESCO/ICOMOS mission from 8 to 16 November 2003

### Main threats identified in previous reports

- a) Lack of a management mechanism;
- b) Insufficient coordination between the Georgian Church and the national authorities;
- c) Need to re-define core and buffer zones;
- d) Loss of authenticity in recent works carried out by the Church.

### Current conservation issues

The World Heritage Committee, at its 29th session (Durban, 2005), expressed “serious concern over the state of conservation of this property” and urged the State Party to take urgent and appropriate measures, including implementing the Master Plan developed by UNESCO and UNDP in 2003, defining appropriate core and buffer zones of the property, and addressing the problem of the illegal and inappropriate additions to the old Catholicos Palace that affect Mtskheta's outstanding universal value.

The Ministry of Cultural Affairs of Georgia submitted on 12 March 2007 a state of conservation report dated January 2007 which covers a wide range of areas of concern:

The State Party recalls the justification supplied in the nomination document at the time of inscription, however does not provide a Statement of Outstanding Universal Value. The State Party also attempts to articulate a Statement of Authenticity/ Integrity but not fully in accordance with the *Operational Guidelines*. In this regard, the State Party notes a significant number of losses of authenticity, including: The Palace of Catholicos-Patriarch Anton II, inappropriate interventions by local clergy at the Svetitskhoveli Complex; erroneous “restoration” works (suspended in 2004), executed at the church of the Jvari Monastery; inappropriate reconstruction works at the six-apse Church in Armaztsikhe-Bagineti.

The State Party also notes a number of monuments which have been “completely destroyed” as a result of the recent work:

- a) some bas-reliefs of the Jvari monastery;
- b) the belfry of Svetitskhoveli Cathedral;
- c) a part of the fortification system in Armaztsikhe-Bagineti.

ICOMOS finds these reports very worrying as in the circumstances the reported loss of authenticity implies a significant potential loss of outstanding universal value.

The State Party reports that in December 2005, the President of Georgia issued a Decree which reorganized the Mtskheta Museum-Reserve (1968) into the *Greater Mtskheta State Archaeological Museum-Reserve (2007)*. The State Party notes that in January 2007, the *Mtskheta Heritage Integrated Management Commission* was instituted within the Municipality to better coordinate at local level the “sustainable and integrated conservation and management of the cultural heritage located on the territory of Mtskheta”. However the State Party notes that no progress has been made in development of a management plan for the property and that the 2003 Mtskheta Heritage and Tourism Master Plan was being used to guide short and long term decision making for the site.

The World Heritage Centre and ICOMOS are very concerned that the State Party has not been able to pursue implementation of the Master Plan developed by UNESCO and UNDP in 2003. ICOMOS believes strongly, given evident different views about development between Church and State, and the already strong reported material losses of authenticity that it is of



paramount importance that a management plan involving all stakeholders be developed urgently.

Furthermore, the State Party report provides a detailed monitoring overview of physical conditions of the four major components of the nominated property:

- a) Jvari Church: Apart from discussing difficult moisture management situations which threaten the survival of important frescoes, bas reliefs and materials, comments also concern unauthorized construction activities undertaken by the Georgian Church on site. The report notes that though damaging efforts to reconstruct the northern small church have been halted, the church and the parekklesion remain without roofing.
- b) Svetitskhoveli Cathedral: The report comments on structural problems at Svetitskhoveli Cathedral. The seventeenth century Bell Tower has been demolished, and that “absolutely erroneous “reconstruction” works” carried out on the recently discovered 11th century Melchisedec Palace have been very damaging. The State Party repeats comments of 2005 that “it is of paramount importance for the future of the monument that stratigraphic investigations, systematic archaeological excavations, and conservation should be initiated all over the churchyard...”.
- c) Samtavro Monastery: The report notes that while stabilisation works were completed in 2003, a permanent solution to roofing the Cathedral has not been found and archaeological research had not been completed before the beginning of the “restoration” works inside the Cathedral. The report also notes that the associated belfry is in serious danger of collapse.
- d) Armaztsikhe-Bagineti: The report notes that the six-apse church of the second and third centuries AD, excavated in the 1990s is in an alarming state, and that it has completely lost its authenticity due to priority given reconstruction over conservation of the discovered monument. The report also documents threats to monuments excavated in the 1940s, the roman-type baths, and the fortification system, the major part of which has been irretrievably lost.

As noted in earlier reports, the World Heritage Centre and ICOMOS remain greatly concerned by the severity and scope of the problems described, and the inability of the State Party to address these.

The State Party report further notes that on 27 October 2006, the Minister of Culture, Monuments Protection and Sport and the Minister of Economic Development issued a joint Order n° 3/471 – 1-1/1243 “*On the Definition of the Cultural Heritage Protection Zones in Mtskheta*”. This joint Order provides for the establishment of a series of zones to better focus protection in the territory of Mtskheta, including:

- a) The Immovable Monuments Protection Zone (IMPZ) to protect both physically and visually the monuments existing in the Mtskheta urban fabric: Svetitskhoveli Cathedral, Samtavro Nunnery, Antiochia and Gethsimania Churches;
- b) The Construction Regulation Zone (CRZ), a buffer zone, aimed at protecting the integrity of the Mtskheta Historic Centre and its historical landscape;
- c) The Archaeological Heritage Protection Zone (AHPZ) including the major archaeological complexes located on the territory of Mtskheta and its surroundings;
- d) The Landscape Protection Zone (LPZ) to protect the “historically formed landscape as an indissoluble natural and cultural phenomenon”.

Following reports in earlier years of serious problems at the Jvari Monastery it is noted that the Ministry of Culture, Monuments Protection and Sport of Georgia and ICCROM had launched a joint project (2005) aimed at monitoring, documentation and conservation of Jvari Monastery. The report also notes that a second phase of ICCROM’s project will address development of a conservation plan for the site, and continue the training of Georgian

specialists. Efforts to develop cooperation with the Council of Europe within the framework of the *Kyiv Initiative* Regional Programme, to assist Jvari are also mentioned. Finally, the report a documentation project planned for 2007, with the support of the *Society and Heritage Association* (Georgia) and the World Monuments Fund is indicated. Such an integrated and multi-stakeholder approach to resolve the problems of Jvari Monastery is to be commended.

**Draft Decision:      31 COM 7B.96**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **29 COM 7B.64**, adopted at its 29th session (Durban, 2005),*
3. *Regrets the late submission of the state of conservation report by the State Party but notes substantive efforts in defining and establishing clear zones of protection;*
4. *Encourages the State Party to continue implementation of the integrated multi-stakeholder approach to the conservation of Jvari Monastery and urges the State Party in collaboration with the World Heritage Centre and the Advisory Bodies to develop similar work programmes over the next ten years for the other monument complexes of the property;*
5. *Strongly urges the State Party to give highest priority to development of an integrated management plan for the site to be built with the full involvement and collaboration of all stakeholders based on the 2003 Masterplan;*
6. *Requests that the State Party invite a joint UNESCO-ICOMOS mission to assess the state of conservation of the property, including reconstructions, new developments and any impacts on the outstanding universal value, authenticity and integrity of the property;*
7. *Also requests the State Party provide a progress report to the World Heritage Centre on **1 February, 2009** for examination by the Committee at its 33rd Session (2008).*

**97. Bagrati Cathedral and Gelati Monastery (Georgia) (C 710)**

Year of inscription on the World Heritage List:

1994

Criteria

(iv)

Year(s) of inscription on the List of World Heritage in Danger

N/A

Previous Committee Decisions

**28 COM 15B.87; 29 COM 7B.75**

### International Assistance

N/A

### UNESCO Extra-budgetary Funds

N/A

### Previous monitoring missions

UNESCO/ICOMOS reactive monitoring mission from 8 to 16 November 2003.

### Main threats identified in previous reports

- a) General need for interior and exterior conservation work on the monuments;
- b) Insufficient coordination between the Georgian Church and the national authorities;
- c) Lack of co-ordinated management system;
- d) Major reconstruction of the structure of Bagrati Cathedral.

### Current conservation issues

The World Heritage Committee at its 29th session (Durban, 2005) encouraged the State Party to take appropriate measures, including seeking of funds, to address conservation issues identified in the state of conservation report.

The Ministry of Cultural Affairs of Georgia submitted a report on 12 March 2007 to the World Heritage Centre, dated January 2007. This report provides a comprehensive overview of all the issues relevant to the long term conservation of the property. This detailed report includes a proposal by the State Party for a new statement of significance, a statement of authenticity/integrity, a description of the situation for management, detailed monitoring reports concerning the physical condition of frescoes and materials within the two ensembles, and recently completed conservation work and studies addressing some of the problems identified.

More specifically, the report proposes a new approach to the justification of the property, including: nomination under two additional criteria, (i) and (ii), but without justification as well as a statement of authenticity/integrity not fully in compliance with the *Operational Guidelines*.

Concerning the lack of a management plan for the two properties, unresolved management conflict between Church and State and the physical state of conservation of the two ensembles the report provides observations included already its report of January 2005. The Committee's request (**29 COM 7B.75**) is not addressed in the State Party report. Indeed, all of the problems described at the time appear still in place, and in most cases worsened by the passage of time without positive treatment.

The current report also notes that the major reconstruction project for the structure of the Bagrati Cathedral, first questioned at the 28th session of the Committee (Suzhou, 2004), is no longer being considered.

The World Heritage Centre and ICOMOS express their concern about the increasing gravity of the physical situation described of the two ensembles, the continuing inability of the State Party to provide the necessary management, and institutional conditions necessary to ensure the long-term survival of these monuments, and for the apparent failure to secure the necessary financial support to address previously defined problems.

**Draft Decision:      31 COM 7B.97**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **29 COM 7B.75**, adopted at its 29th session (Durban, 2005),*
3. *Regrets the late submission of the state of conservation report but notes the efforts of the State Party in reviewing the values, integrity and authenticity of the property;*
4. *Expresses serious concern about the continuing urgency of the problems described by the State Party report, and its inability to respond to these issues with appropriate managerial, institutional and financial measures;*
5. *Encourages the State Party to prepare, in consultation with the World Heritage Centre and the Advisory Bodies a 5 year work programme designed to address the major problems identified, for presentation to potential donors;*
6. *Requests the State Party to invite a joint World Heritage Centre/ICOMOS mission to assess the state of conservation of the property;*
7. *Strongly urges the State Party to initiate preparation of an integrated management plan for the World Heritage property, with the assistance of the World Heritage Centre and the Advisory Bodies;*
8. *Also requests the State Party provide a progress report to the World Heritage Centre by **1 February 2008** for examination by the Committee at its 32nd session in 2008.*

**100. Natural and Culturo-Historical Region of Kotor (Montenegro) (C 125)**

Year of inscription on the World Heritage List

1979

Criteria

(i) (ii) (iii) (iv)

Year(s) of inscription on the List of World Heritage in Danger

1979-2003

Previous Committee Decisions

**27 COM 7A.27; 28 COM 15B.78; 29 COM 7B.84**

International Assistance

N/A

UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 46,000 (and Participation Programme 2002-04, USD 47,000).

### Previous monitoring missions

UNESCO/ICOMOS mission 2003

### Main threats identified in previous reports

- a) Earthquake damage;
- b) Lack of management planning;
- c) Urban development and urban pressure.

### Current conservation issues

The World Heritage Committee did not examine the report on the state of conservation of the World Heritage property of Kotor at its 30th session. By its notification of succession dated 26 April 2007, the Republic of Montenegro is a party to the *World Heritage Convention* as from 3 June 2006.

The State Party submitted a progress report at the end of January 2006, which addresses both progress in the preparation of the management plan for the World Heritage property, and the impact of the proposed bridge at the Verige Strait at the entrance of the Bay of Kotor.

The State Party noted delays in preparing the management plan launched three years ago. In essence because of changes in personnel involved in preparing the plan, efforts to prepare it have slowed down considerably. In general, it seems that earlier efforts have been abandoned and the process of preparing the plan restarted recently. The State Party designated the Regional Institute for the Protection of the Cultural Heritage of Kotor as the agency responsible for the preparation of the management plan in October 2005, with the expectation that work be launched by 31 January 2006 and be completed by 1 July 2006. The State Party report referred to a workshop carried out by ICCROM/UNESCO-BRESCE in January 2006 intended to define the process to be followed in preparing the management plan. The aim of the training workshop was to introduce the principles, practices, and planning methodologies that guide the preparation of a management plan, with specific reference to the Kotor World Heritage property. The workshop concluded with a plan of action for the local authority to complete the plan and a new proposed deadline for completion of 1 February 2007. Subsequently, the Management Plan of Kotor was submitted to the World Heritage Centre and transmitted to ICOMOS for review.

The analysis of the proposed Verige Bridge in the State Party report indicated some ambivalence about the proposed routing. The State Party report suggested that a UNESCO expert mission be organised to look closely at alternatives and potential impacts.

The World Heritage Centre and ICOMOS were pleased to see the involvement of ICCROM in the January 2006 workshop to assist, redefine and redirect the management planning process, which was successfully completed in 2007. Following considerable concern about the decision to build the Verige Bridge, and its proposed location, the World Heritage Centre and ICOMOS suggest that a mission be sent to the property to examine the suitability of the proposed bridge at Verige.

### **Draft Decision:      31 COM 7B.100**

*The World Heritage Committee,*

1. Having examined Document WHC-07/31.COM/7B.Add,
2. Recalling Decision **29 COM 7B.84**, adopted at its 29th session (Durban, 2005),

3. Noting with appreciation the results of the January 2006 workshop to assist in the management planning process and the collaboration between the State Party, ICOMOS, ICCROM, the World Heritage Centre and the UNESCO Venice Office,
4. Acknowledging the finalization of the site management plan by the State Party in 2007,
5. Requests the State Party to invite a joint World Heritage Centre / ICOMOS mission with natural heritage expertise to the property to examine the suitability of the proposed bridge at Verige and its impacts on the cultural and landscape values of the property;
6. Also requests the State Party to provide the World Heritage Centre with a state of conservation report on the property and a progress report on the implementation of the management plan by **1 February 2008** for examination by the Committee at its 32nd session in 2008.

## **101. Auschwitz Concentration Camp (Poland) (C 31)**

### Year of inscription on the World Heritage List

1979

### Criteria

(vi)

### Year(s) of inscription on the List of World Heritage in Danger

N/A

### Previous Committee Decisions

**28 COM 15B.93; 29 COM 7B.68; 30 COM 7B.88**

### International Assistance

Total amount provided to the property: USD 20,000 (preparatory assistance, 1998) for the organisation of an international expert meeting on the planning and protection of the surroundings of the World Heritage Site Auschwitz Concentration Camp.

### UNESCO Extra-budgetary Funds

Total amount provided to the property: USD 20,000 by the State Party of Israel for an expert workshop (2004) on the preparation of a management plan for the Auschwitz Concentration Camp as well as the visit of a Polish expert to the Documentation Centre at Yad Vashem in Jerusalem, Israel. USD 10,000 was returned by the authorities.

### Previous monitoring missions

Reactive Monitoring mission by the Chairperson of the World Heritage Committee with the World Heritage Centre and ICOMOS from 1 to 2 July 2001; World Heritage Centre site visit during the management seminar in November 2006;

### Main threats identified in previous reports

- a) Lack of management plan;
- b) Consultation with local communities.

### Current conservation issues

Significant efforts by the State Party have been undertaken in the finalization of the Management Plan. From 30 November to 2 December 2006 an international consultation meeting on the Management Plan was organized by the authorities with the participation of the World Heritage Centre. The international experts produced a report which was transmitted to the Polish authorities for consideration. It was furthermore agreed that the management plan which, in accordance with the Decision **30 COM 7B.88**, was supposed to reach the World Heritage Centre by 1 February 2007, could be submitted by 30 April 2007 at the latest, taking into account the recommendations of the International Expert Consultation.

The State Party submitted a report via letter dated 26 January 2007 on the state of conservation of the property. It noted that the Conservation Department of the State Museum Auschwitz Birkenau is in charge of more than 150 preserved structures and 300 ruins. Most structures have undergone conservation treatment and adaptation works for the Museum (for exhibitions etc.). A modern conservation workshop was opened in 2003. Concerning the protection zone of the site, the report refers to funding under the Governmental Strategic Programme for the Oswiecim Area which enabled some investments including improving visitor access.

The report also provided details on the process for the preparation of the Management Plan for the World Heritage property and its surroundings. This is coordinated by the Ministry for Culture and National Heritage and the State Museum, in close cooperation with representatives of the Ministries for Internal Affairs and Foreign Affairs and the Provincial and Municipal Administrations as well as the National Commission for UNESCO. The preparations for the Management Plan included summarising existing studies, in order to determine heritage protection priorities, identification of key management and development issues, identification of stakeholders, review of social and local community matters, threats to the tangible heritage, and potential conflict areas. Since 2006 recommendations from international experts have been incorporated into the work, in particular through the International Consultation meeting held from 30 November to 2 December 2006, as well as the visit of an international expert on management planning from 18 to 21 December 2006. The international experts in particular discussed issues of some local opposition to the management plan, the identification, prioritization and protection of sites outside the Museum, issues of the different zones (silence zone, buffer zone), questions on the significance, authenticity and integrity of the property, urgent conservation issues of buildings which could collapse as well as a number of new projects and potential threats (e.g. mount of remembrance, expressway) to the property.

Subsequently, it was reported that the Ministry for Culture and National Heritage had adopted an action plan which included:

- a) Organizational and administrative schemes (supervision of the implementation of the management plan, conservation activities and strategic programme)
- b) Education (educational programme on World Heritage; history of local communities and management plan)
- c) Information on the 2nd phase of the Governmental Strategic programme of the Oswiecim Area in 2006

In addition, the report provides information on educational activities of the State Museum Auschwitz Birkenau including teaching objectives and methods, education on historical memory, historical awareness raising and civic responsibility building. Information on these can be found at

<http://www.auschwitz.org.pl/new/index.php?language=EN&tryb=stale&id=613>.

The Annex of the State Party report included only a synthesis of the issues included in the Management Plan for the World Heritage site Auschwitz Birkenau. On 11 May 2007 the

World Heritage Centre received a hardcopy of the Draft Management Plan for the property with a letter from the Ministry of Culture dated 30 April 2007. A copy of the Plan was then transmitted to ICOMOS for review.

**Draft Decision:      31 COM 7B.101**

*The World Heritage Committee,*

1. *Having examined Document WHC-07/31.COM/7B.Add,*
2. *Recalling Decision **30 COM 7B.88**, adopted at its 30th session (Vilnius, 2006),*
3. *Notes the progress made in the preparation of the Management Plan for the World Heritage property and in particular the international consultations undertaken in November and December 2006;*
4. *Regrets the delay in the submission by the State Party of the Draft Management Plan to the World Heritage Centre as requested both at its 29th and 30th sessions;*
5. *Requests the State Party to provide a detailed report on its implementation including timeframe and responsibilities to the World Heritage Centre by **1 February 2008** for examination by the of the World Heritage Committee at its 32nd session in 2008.*